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THE

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INTRODUCTION.

Part IV of this issue of the Journal contains extracts from the Dewan's addresses at the opening of the recent sessions of the Economic Conference and the Mysore Representative Assembly.

* * *

Extracts from the presidential address by Mr. K. Natarajan of Bombay at the Birthday Session of the Mysore Social and Civic Conference are also published in Part IV.

* * *

In Part I will be found three important State papers, namely, the report of the Mysore Inam Commission and the Government resolutions on the Education Memorandum and on the Miller Committee's report.

* * *

The report of the Mysore Inam Commission contains a full and interesting discussion on the much vexed question of the relationship between inamdars and their tenants. The question of the Government's powers of interference in trying to bring about cordial and harmonious relations between them has been closely examined and certain lines of action recommended. On some points there has been a dissentient report of two members and both the majority and minority reports have been published for general information and opinions invited on the matters discussed therein from members interested in the subject.

* * *

The Government's resolution on the Education Memorandum constitutes an important pronouncement on the subject of the future educational policy of the State. The manifold problems relating to the improvement of the several grades of education have been comprehensively reviewed and the details of improvement set out under each head. A policy of progressive development is also foreshodowed.

* * *

The report of the Committee appointed to consider the measures necessary for securing increased representation of the backward communities in the State service and the Government orders thereon have provoked much adverse comment in the public press, both in and outside Mysore. The principles on which the order is based are lucidly summed up in the following extracts from the Dewan's speech at the conclusion of the recent session of the Mysore Legislative Council.

"The position of the Government in regard to this matter is what was enunciated by His Highness the Maharaja in his reply to the address of the Non-Brahmin Deputation, in June 1918, namely, "to make an earnest endeavour to see all classes of his subjects represented in reasonable proportion in the service of the State and to pursue a just and righteous policy as between various castes and communities in the State, neither unduly favouring nor suppressing any individual one but trying to uplift them all for the permanent good of the State". The orders on the Miller Committee report constitute an endeavour to give practical effect to the aims thus declared. The Government have for some years past been committed to the policy of adopting measures necessary for securing the adequate representation of all classes in the public service without undue sacrifice or efficiency. The members of the Brahmin community insist, and rightly, that no community should, in the words of His Highness on the same occasion, "be penalised on account of its caste simply because it was the first to educate itself and to utilise fully the opportunities for advancement which are open to all". But the Government are quite confident that their present orders will, in no sense, operate as a real hardship to the Brahmin community. It is not proposed that their representation in the public service should be reduced to the proportion of their population which would give a percentage of only four. The orders require that the representation of other communities, constituting 96 per cent of the population should be raised to a minimum of 50 per cent, and that within the next seven years.

It is stated that if a sufficient number of non-Brahmin candidates should be forthcoming there will be no chance for qualified Brahmins to enter the public service during the next seven years. But there is no reason to entertain such fears. The Government have every reason to believe that the numbers of non-Brahmin candidates available for employment would fall far below the numbers actually required to meet the demand, and that a considerable proportion of vacancies will still be filled up from among members of the Brahmin community". The Dewan's exhortation on that occasion to all communities, both Brahmin and non-Brahmin, is worthy of serious attention. He said that the matter should be viewed, "less from the stand-point of narrow social groups and more from that of the State and the nation as a whole; less as one of securing individual profit and more as one of service for the well-being of the entire social organisation; so that all may have an equal chance of contributing of their best to the service of their country and Sovereign".

* * *

The Government review on police administration in Mysore during the year 1919-20 is printed on page 513. The year was marked by an even more striking increase in crime than its predecessor, due to the continued prevalence of scarcity and high prices of foodstuffs. There was an increase in the volume of reported crime, the figures being 8,459 cases as compared with 8,193 in the preceding year. Including 6,058 cases pending at the beginning of the year, the total number of cases dealt with by the police rose from 12,972 to 14,517. The percentage of convictions to cases decided slightly increased from 73 to 73·8, while as regards recovery of stolen property, the results achieved during the year did not compare favourably with those of last year, the percentage of stolen property recovered to the value of property lost being 32·3 against 34·6 in the previous year. A marked increase of offences against property was reported in the districts of Bangalore and Hassan and Kolar Gold Fields, while offences against the person continued to be numerous. The number of murders reported was as high as 74, the percentage of convictions to cases reported being 46·6 and that to cases decided 56·9. Cases of rioting decreased from 74 to 54, but there was considerable delay in their disposal by the magistracy.

* * *

The revised rules recently promulgated to regulate the discussion of subjects, etc., at the Representative Assembly

meetings are printed on page 559. Relevant extracts from the rules of business for the British Indian Legislative Assembly and the Council of State are given below in view of the comments made on these rules :—

16. "The President, after having called the attention of the Chamber to the conduct of a member who persists in irrelevance or in tedious repetition either of his own arguments or of the arguments used by other members in debate, may direct him to discontinue his speech.

17. (1) "The President shall preserve order and have all powers necessary for the purpose of enforcing his decisions on all points of order.

(2) He may direct any member whose conduct is in his opinion grossly disorderly to withdraw immediately from the Chamber, and any member so ordered to withdraw shall do so forthwith and shall absent himself during the remainder of the day's meeting. If any member is ordered to withdraw a second time in the same Session, the President may direct the member to absent himself from the meetings of the Chamber for any period not longer than the remainder of the Session and the member so directed shall absent himself accordingly.

(3) The President may, in the case of grave disorder arising in the Chamber, suspend any sitting for a time to be named by him."

* * *

We would invite the attention of our readers to the two pamphlets issued by the Madras Publicity Bureau and republished in Part III of this issue. One of them discusses the objects in general of the co-operative movement in India, while the other deals with the provisions of the Madras Village Panchayats Bill which was recently passed into law.

* * *

Another subject of equal importance is the problem of high prices, which was recently discussed by a Special Committee in Bengal, extracts from whose report will also be found in Part III.

* * *

The Audit and Appropriation Report on the accounts of the Government of India for the past year 1919-20 is yet another publication of importance, from which the portion dealing with financial irregularities is extracted and reproduced on page 567. It affords instruction alike to officials and to the public.

PART I—Orders of Government (Mysore).

FINANCIAL.

Audit and Appropriation Report

ON THE ACCOUNTS OF THE GOVERNMENT OF HIS HIGHNESS THE MAHARAJA OF MYSORE FOR THE YEAR 1918-19.

General Review.

General position.—The totals of Revenue and Expenditure according to the Budget for the year 1918-19 are compared with the actuals in the subjoined statement :—

	Budget.	Actuals.
Revenue	2,98,33	2,94,24
Expenditure allotments spent ...	3,23,74	3,26,87
Add unspent allotments transferred to the credit of departments		4,29
Deduct—Expenditure met from balances and reserves....	*25,82*	*37,11*
	2,97,92	2,94,05
Surplus	41	19
Capital Expenditure	93,13	42,67
Debt Heads—Net	77,13	89,34

Budget prospects.—The budget for 1918-19 was framed on the assumption of normal seasonal conditions and of the continuance of the war throughout the year. The estimates under the principal heads of Revenue were taken so as to provide, on the whole, for a net increase of 21 over the previous year's budget, after providing for slight increases under Land Revenue, Miscellaneous Taxes, Stamps and Registration, and slight decreases under Forest and Excise, on the basis of the revised estimates for 1917-18. Increases of revenue were anticipated under Railways, Krishnarajasagara Works, Cauvery Power Scheme and Sandal Oil Factory, and decreases under Surplus

NOTE.—Throughout this report the figures given are, unless otherwise indicated, in thousands of rupees, omitting 000.

Revenue of Assigned Tract, Interest, Civil Works and Kolar Gold Fields Water Works.

The expenditure programme provided for the revision of establishments of the Land Revenue, Police and Medical Departments, and of the Civil Secretariats, as also for the introduction of Judicial reforms. Increased grants were also allotted for schemes of development under Education, Agriculture, Industries and Commerce, and for the public improvements comprised under the group head Local Self-Government. Provision was also made for the increase of pay of Military Officers and men of the Bar Force and for the mobilisation of the Imperial Service Transport Corps and recruitment charges. Decreases of expenditure were anticipated under Forest, due to the absence of Khedda operations, and under Miscellaneous Railway Expenditure as only normal provision was made for surveys. In addition to the assignments made out of the current year's revenues for expenditure, a sum of 25,82 out of departmental balances was expected to be absorbed for the expenditure programme.

The capital grants included allotments for the Sixth Installation of the Cauvery Power Scheme, the Iron Scheme, in the Shimoga District, the electrification of the Bethamangala pumping plant, State and State aided Railways under construction and the Krishnarajasagara Works. The estimate of Debt Head transactions anticipated a net inflow of 77,13 chiefly from realisations of investments and from contributions to reserves.

The actual result of the year's revenue accounts is a surplus of 19 against 41 anticipated in the Budget; this is due to a fall of 4,10 under revenue and a reduction of 3,87 under expenditure.

Appreciable increases of revenue occurred under Excise (8,01), Assigned Tract Revenue (8,15), Miscellaneous (1,08), Civil Works (75), Agriculture (40), Army (20), and Railways (3,09). The revenue anticipated fell short of the budget under Land Revenue (7,92), Forest (8,58), Mining Revenue (3,04), Krishnarajasagara Works (1,54), Sandal Oil Factory (2,17), Kolar Gold Fields Water-Supply (43).

Marked increases of expenditure over the budget allotments occurred under Forest (51), General Administration (2,77), Miscellaneous (42), Courts of Law (48), Police (1,47), Medical (1,06), Civil Works (4,06), Industries and Commerce (2,87), Army (35), Miscellaneous Railway expenditure (36), and Special Reserve for non-recurring expenditure (3,52). The expenditure met from balances at credit of Departments and Reserve Funds increased by 11,29. Appreciable savings occurred under Capitalisation Fund (2,30), Interest on Debt and other obligations (1,25), Stationery and Printing (89), Irrigation Works charged to revenue (3,02), Education (1,81), Grants for Public Improvements (5,98). Unspent allotments aggregating 4,29 were distributed among the departments according to the Financial Settlement.

The actual amount of capital outlay not charged to revenue was less than half the anticipated outlay. There was an expenditure of 51,81, under Extraordinary Expenditure.

There was an improvement of 12,21 under Debt Heads, being the net result of improvements under Investment Account, Unfunded Debt, Local Funds and Loans, and of larger outgoings under Deposits, Advances, Suspense and Remittances.

Financial Irregularities.

Civil.

Double claims.—Four instances of second payments for arrears of pay already drawn on previous bills came to notice in course of audit. In the first case a sum of Rs. 6-12-4 drawn on a supplemental bill in March 1918 was again drawn on a fresh bill in July 1918. In the second case a sum of Rs. 7-13-2 was drawn on 15th January 1919, from the treasury and another bill for the same amount was sent for pre-audit through the Head of the Department. In both cases, the mistake was stated to be due to oversight. In the third case two bills for Rs. 154-8-0 and Rs. 172-10-0 respectively were sent for audit in December 1918, although the amounts thereof were paid in July 1918. The fourth was a case similar in nature to the second case noted above. If the claims in question had been promptly settled in all these cases by the responsible officers and references to payments of arrear claims properly noted in the offices concerned, the mistakes could have been avoided.

Utilisation of Government Revenues for Contingent Expenditure.—The head of a certain office whose contingent bills used to be received rather late mixed up in each month's detailed bill, charges incurred in more than one month. The explanation offered was the insufficiency of permanent advance, and delay in receipt of vouchers, necessitating the using up for contingent expenditure Government revenues which ought to have been promptly remitted to the treasury. The irregularities could have been avoided if the amounts required for contingent expenditure had been drawn on A. C. Bills whenever the permanent advance was running short and the detailed bills submitted regularly every month with vouchers.

Incorrect and incomplete preparation of bills.—Some cases were observed of bills encashed at the treasury, the details of which did not work up to the totals of the bills. In other cases the necessary documents and certificates to be attached to the pay bills, such as absentee statements, certificate of disbursement of amounts of previous bills, horse-maintenance certificates, certificate of attendance in courts (for T. A. bills) and payee's stamped receipts were wanting. Preparation of bills in a correct and complete form before they are sent for encashment at the Treasury should be insisted upon in all offices.

Payment of time-barred claims without proper sanction.—Several instances came to notice of establishment and travelling allowance bills which, owing to lapse of time, required the sanction of the Audit Office or Government for payment but were wrongly cashed at the treasury. Treasury Officers should bestow strict attention to withhold payment of all time-barred claims presented for payment without the requisite sanction.

Local Audit.

Embezzlement of public money.—The cash on hand on 20th February 1919 in one of the City Octroi offices was found in course of local audit to be short of the cash book balance by Rs. 72-5-6. The explanation offered for the shortage was that Octroi duty which had not been paid by some of the merchants had been erroneously entered in the cash book by the carelessness of the shroff. The amount was, however, recovered and credited.

In another case it was observed in the accounts of a Town Municipality that the Octroi collections of 3rd and 6th May 1919 had not been credited until the omission was pointed out during local audit. The amount has since been credited to the treasury and the official at fault punished.

The third case of embezzlement detected showed that an Octroi manegar of a Municipality who was in the habit of withholding each day a portion of the Octroi collections received from the several ookads of the Municipality had omitted to remit out of the collections from 16th January 1918 to 24th May 1919, a sum of Rs. 288-11-3, of which only Rs. 273-3-7 were made good by him. The manegar was prosecuted and sentenced to two months' rigorous imprisonment.

The above cases show considerable laxity in the supervision of the collections of Octroi revenue and carelessness in writing up the cash book. As Octroi is a very important source of revenue, the Municipal Councils should exercise proper supervision over the collections to prevent any leakage thereof.

The fourth case of shortage of Government money amounting to Rs. 184-10-4 was observed in course of local audit in one of the Military offices, due to omission to record receipts, errors in totalling up the cash book and posting payments in excess. A sum of Rs. 85-1-5 has been since recovered from the officer at fault and steps are being taken for the recovery of the balance.

Retention on hand of moneys to be remitted to the treasury for long periods.—Money that should have been promptly remitted to the treasury or adjusted by shortdrawal from subsequent bills, such as departmental receipts, security deposits of contractors, undisbursed pay and travelling allowance, was found in course of local audit to have been kept on hand for very long periods and in a few cases was utilised for the grant of irregular advances and contingent expenditure. The rules requiring prompt remittance of departmental receipts and other amounts to the treasury and the shortdrawal of undisbursed pay from future bills should be carefully observed by all officers.

Incorrect preparation of Acquittance Rolls.—The omission to record correctly the deductions to be made from the pay of each employee and the net amount to be disbursed to him in a certain office was found in course of local audit to have resulted in overpayments or underpayments of amounts actually due. Periodical examination of acquittance rolls by the head of each office ought to be considered a part of his regular duties.

Double payment of claims.—The Chanda Fund amount repayable

to a certain person was found to have been drawn twice, but before the second payment was made, the error was detected and the payment stopped. The mistake would not have occurred if the personal ledgers had been properly posted.

Incomplete writing up of the Cash Book.—In course of the local audit of the accounts of an office for the first time it was found that the cash book did not record all the cash transactions of the office and did not include establishment pay, travelling allowance and contingent amounts and that the cash on hand was not periodically examined and reconciled with the cash book balance. This led to shortage in remittances to the treasury, which was subsequently made good. It was found in the same office that a payment of Rs. 3,028-2-0 for paper obtained from the South Indian Export Company, Madras, made by the head of the office directly out of the sale proceeds in auction of paper found to be in excess of actual requirements, was found to have been omitted in the cash book. The payment in this instance ought to have been arranged for through the Comptroller. The correct writing up of the cash book and accounting for moneys passing through the hands of Government officers in their official capacity should receive the personal attention of the head of each office.

Opening accounts with the Bank of Mysore by Government Officers.—In the case noted in the preceding paragraph, the amount of the sale proceeds was deposited by the officer concerned in the Bank of Mysore without obtaining orders of Government for the procedure. The fundamental rule that funds belonging to any department should not be kept apart from the general treasury balance or out of account should be carefully observed by all officers.

Insufficient attention to rules of procedure resulting in loss to Government.—In the local audit of the accounts of certain offices which issue journals published by Government agency, it was found that correct lists of persons and institutions entitled to free supply thereof were not maintained. As the sale proceeds of publications made available for sale are expected to cover the cost of such publications wholly or in part the necessity of having correct lists of subscribers who receive copies on payment and without payment cannot be too strongly urged.

Irregularities in stock accounts.—The examination of the stock accounts of some offices subject to local audit revealed the following defects:—

(1) Omission to take periodical stock on the dates prescribed by Government.

(2) Failure to take action to reconcile actual balances of stock with book balances.

(3) Omission to keep stock accounts for certain articles such as seed grains sold to the public departmentally.

The necessity for correct accounting of stores passing through the hands of all officers dealing with stores in accordance with the rules prescribed for the purpose should be impressed on them, as any neglect of duty on their part leads to considerable loss of public money.

Food Supply accounts.

Delay in the remittance of receipts to the Treasury.—Sale proceeds of rice in Government depots were in some cases retained on hand for very long periods and were even utilised for the disbursement of arrears of pay and salaries to those whose bills were not cashed at the treasury. In one City Municipality, money realised from the same source was utilised for current Municipal expenditure and was refunded after the lapse of six months. Such irregular use of Government money which ought to have been promptly remitted to the treasury should on no account be allowed in any office dealing with cash.

Mixing up of private with Government Funds.—During the local audit of the accounts of a certain office the cash on hand was found to be in excess of the cash book balance, and the excess was stated to be private money. The practice of mixing up private money with Government money ought not to be allowed as it will lead to several abuses.

Double payment of claims.—A second payment of Rs. 212-10-4 was made to a fuel contractor for 860 maunds of fuel supplied by another contractor who had also been paid its cost. The amount has since been recovered from the party who had been paid in excess. The mistake could have been avoided if the personal ledgers had been properly posted.

Opening accounts with the Bank of Mysore by Government Officers.—An officer who was allowed large advances opened an account with the Bank of Mysore for operating upon the funds at his disposal without sanction of Government. After the irregularity was pointed out, sanction of Government for the procedure was obtained later on by the officer.

Irregularities in stock accounts.—The examination of the stock accounts connected with food supply operations revealed the following defects :—

(1) Non-preservation of invoices showing the quantities and cost of goods received, leading to differences between the accounts of the controlling office and of the depots.

(2) Credit sales to private vendors far in excess of the amounts deposited by them.

(3) Omission to bring on stock accounts gunny bags left in stock after the sale of rice to the public.

(4) Failure to verify stock on the 1st of every month as required by the rules prescribed by Government.

As the food supply operations are undertaken at a heavy cost by Government agency, proper attention to keep correct stock accounts should be paid to prevent loss to Government.

Public Works.

Loss of Government money.—A sum of Rs. 138-3-10 was lost in a certain division by theft. The matter is under enquiry.

Delay in remitting miscellaneous receipts to the Treasury.—A sum of Rs. 100 received in a Division office from a Munsiff's Court on 11th November 1918 on account of commission fees payable to a

party was kept in the Division office till 21st January 1919, on which date it was paid into the Treasury for obtaining a remittance transfer receipt for the amount. The delay of two months and ten days in the remittance of the money is highly irregular and should have been avoided.

Habitual delay in recovering rent.—There were several instances of inordinate delays in a certain division in recovering the rents due for Government buildings under occupation. As such delays may eventually render certain items irrecoverable, the prompt and punctual recovery of rents due on Government buildings from the parties concerned should be considered to be one of the important duties to be carefully attended to by all Public Works Officers.

Double claims.—A sum of Rs. 66 was paid to a contractor in a certain division on a passed bill on 31st March 1919, on account of arrears due on a previous bill of December 1916. A reference to the previous bill showed that the amount had been already accounted for by the adjustment of Rs. 9-12-4 towards advance and the payment of Rs. 56-3-8 by a cheque. The excess payment, which was pointed out by the Audit Office, was acknowledged by the Executive Engineer and the amount was subsequently recovered in the accounts for June 1919 (supplemental). The explanation furnished that the overpayment was due to an oversight in the Executive Engineer's office cannot be accepted as satisfactory. In another division the earthwork done to a tank was shown at double the actual quantity resulting in an overpayment of Rs. 800-8-0 to the contractor. Careful scrutiny of the quantities of work billed for on the part of the executive officers would have prevented the overpayment.

Omissions to withhold reserves.—In one division there was a general omission to withhold reserves on contractors' bills. As such omissions may eventually cause considerable loss to Government besides involving a breach of departmental rules, strict attention to the code rules should be paid in dealing with contractors.

Neglect of periodical verification of stock.—Periodical counting certificates have not been received from some divisions, one of which has not submitted the return for three successive half-years, while the certificates furnished in some other divisions for successive half-years showed considerable discrepancies between them and did not explain the differences between the 'C' Registers and the verified balances shown in the Range returns. In one case a certificate of counting had been given in the annual return of "materials at site of works" for bricks that had all melted away. The necessity for periodical stock-taking and the importance of the correctness of the counting certificate have not evidently been realised by some executive officers, and this should be impressed on all officers of the department.

Electrical Works.

Stock not verified.—Report of verification of stock and tools and plant of the Chief Electrical Engineer's Office as on 30th June 1919 has not yet been received. As this office deals with the largest quantities of stock pertaining to the Electrical Department, it should consider periodical stock verification as one of its chief duties.

Railways.

Overpayments to and double claims of contractors.—In course of the audit of the accounts of a construction division for December 1917, it was noticed that the amount of a final bill of June 1916 for which a pass order was endorsed by the then Executive Engineer for Rs.146-4-0 was raised in December 1917 by another Executive Engineer of the same division to Rs. 1,481-7-0 and paid. The investigation instituted by the Audit Office regarding the cause of the increase showed an overpayment of about Rs. 210. A further scrutiny of the matter by the officers of the department revealed an overpayment of Rs. 401-10-0, which was retrenched during the current year. In another case, three bills of a contractor were received from an open line Railway division in January 1918 for preaudit and payment. The Audit Office pointed out to the department that the works relating to two of the bills had been carried out departmentally and that if the bills were passed, there would be an overpayment to the contractor. As a result of the correspondence that ensued on the reference from the Audit Office, the claims objected to were withdrawn. Prompt settlement of claims and correct preparation of bills would have prevented the irregularities noticed above.

Unauthorised drawing of funds.—The head of a department drew a sum of Rs. 20 from the Station earnings on a pay order issued upon a station to meet expenditure as he had not sufficient money in his imprest. Heads of offices should take proper care to recoup their imprests as often as necessary to meet emergent expenditure and not to utilise other funds of Government on hand for purposes for which the imprest is meant.

Double claims of travelling allowance and relieving allowance.—Four instances of double claims of travelling allowance and relieving allowance for July, August and October 1918, in the Traffic Department were detected by the Audit Office and the amounts involved aggregating Rs. 25 were retrenched.

Industries and Commerce.

There is a heavy increase in the amount held under objection Rs. (48,561) for want of bills. Every endeavour should be made to submit for audit, the bills for the expenditure already incurred with the least possible delay.

Amounts under objection outstanding on 31st October 1919 are classified as under according to their nature :—

	Rs.
1. Want of proper sanction	.. 5,186
2. Want of detailed bills	... 1,431
3. Want of vouchers and bills ..	... 58,753
4. Recoveries of service payments ..	... 1
5. Other objections	... 19,315
Total	... 84,686

The outstandings under (1), (2) and (3) are very heavy and necessary action should be taken to obtain proper sanction in all

cases where it was not obtained in time, and to submit to the Audit Office bills and vouchers which are overdue.

Loss of stock.—A deficiency of 512 lbs. of oil was found in the stock of sandal oil costing about Rs. 9,830 when stock was taken for the half-year ending 30th June 1919, in the Sandal Oil Factory, Bangalore. The party at fault was dismissed from service for serious dereliction of duty. Orders of Government are awaited regarding the adjustment of the value of the stock of oil found short.

Delay in refunding the permanent advance.—The head of an office who has been drawing funds required by him for working expenses of certain commercial concerns by means of cheques since September 1918 did not refund the permanent advance of Rs. 20,000 held by him, although required to do so, but promised to render accounts for the amount by the end of December 1919. Funds required for expenditure should have been drawn from the treasury on bills sent for preaudit.

Rush of expenditure.

As a rule, the expenditure for the month of June has been heavier than the average expenditure for the previous eleven months, and the expenditure during the last three days of the year has been very heavy in the Public Works and Marahmat offices. It cannot be gainsaid that the comparatively heavy expenditure in the month of June has been incurred in most cases with a view only to save lapses of the sanctioned grants, although it might be partly due to late sanctions accorded to certain works started only in the closing months of the year, and to some inter-departmental adjustments effected in the accounts of June. It should be emphasized that the heavy amounts of cheques and pass orders issued in the last three days indicate only too glaringly that the rules prescribed to secure the correct measurements of works executed and regularity in the method of payment could not possibly have been followed. The need for avoiding rush of expenditure towards the close of the year should be realised by all disbursing officers to secure economy in the expenditure of public funds and strict conformity to the procedure prescribed by the departmental codes.

Government Officials.

GRANT OF HIGH PRICES ALLOWANCE.

As the prices of necessaries of life have been ruling high, Government have been sanctioning from time to time the grant of grain and war allowances; the former is being given from June 1918 at rates admissible under the Mysore Account Code to those in receipt of Rs. 30 and under, and the latter from November 1918 to those in receipt of Rs. 50 and under at the rate of one anna in the rupee subject to the minimum of Rs. 2 per mensem. Several representations

have been received requesting for a larger measure of relief and the matter has been engaging the attention of Government for some time past. The views of the Finance Committee were invited on it and their recommendations are as under :—

A consolidated allowance in lieu of the grain and war allowances now granted may be given to all those in receipt of a salary of Rs. 100 and under according to the following scale :—

INFERIOR SERVICE.

RATES OF SALARY.

To those in receipt of Rs. 4 and 5
To those in receipt of salary above ,, 5 but not exceeding Rs. 10.
Do do ,, 10 do ,, 15.
Do do ,, 15

ALLOWANCE PROPOSED.

An addition of 100 per cent per mensem.
Rs. 5 each do
,, 6 each do
,, 7 each do

Note.—The above increases are subject to the condition that the minimum emoluments in the case of those in the Bangalore and Mysore Cities will be Rs. 12 and that in all other places Rs. 10.

SUPERIOR SERVICE.

RATES OF SALARY.

To those in receipt of salary up to Rs. 19.
Do do above ,, 19 and up to Rs. 100 inclusive.

ALLOWANCE PROPOSED.

Rs. 8 each per mensem.
Rs. 10 each do

Government accept the recommendations of the Finance Committee and sanction the scale of allowances proposed by them. This sanction will have effect from 1st July 1920 and be in force until further orders.

The allowance sanctioned in this order will be given under the general conditions governing the grant of grain compensation allowance and it will count for calculation of leave allowance. Salary will, for the purpose of this order, include all emoluments excepting conveyance allowances and local allowances given on account of unhealthiness or expensiveness of locality.

The maximum emoluments including this allowance should not exceed Rs. 110 per mensem and in the case of those whose salary, exclusive of this allowance, is between Rs. 100 and Rs. 110, the allowance will be limited to the amount required to make up the maximum of Rs. 110.

G. O. No. Fl. 449-98—S. & A. 23-20-1, dated 19th July 1920.

Municipal Servants.

Government have no objection to the benefit of the Government Order of the 19th July 1920 (printed above) being extended to the whole-time servants of Municipal Councils, the District and Taluk Boards and the Village Panchayets in the State, the Kolar Gold Fields

Sanitary Board and the Mysore City Improvement Trust Board, provided that the local body concerned agrees to bear the additional expenditure involved,

G. O. No. R. 1553-75—Ml. 77-20-2, dated 30th July 1920.

Teachers of the Education Department.

Government direct that the benefits of the consolidated allowance sanctioned in the order of 19th July, (printed above) be also extended temporarily to the teachers of Education Department till orders are passed in connection with the revision of grades of pay proposed in the Education Memorandum. This will likewise have effect from 1st July 1920.

G. O. No. 1403-04—Edn. 131-20-1, dated 6th August 1920.

REVENUE.

Season and Crop Report for 1918-19.

GOVERNMENT REVIEW.

Rainfall.—The average rainfall for 1918-19 was 30·90 inches against 41·46 inches of the previous year. From an agricultural point of view, the rainfall was not only deficient but ill-distributed.

Area.—The total area of the State at the end of the year under report was 18,861,218 acres. Deducting the area for which no returns exist, the net area showed a decline by about 8,000 acres being 17,479,163 acres against 17,487,879 for 1917-18. The slight change in the figures was due to the revision of figures according to revision survey.

Classification of area.—Two hundred thousand acres of reserved land were transferred from the control of the Forest Department especially in the districts of Shimoga and Kadur reducing the area under 'Forests' to that extent. Part of this land was made available for cultivation and the rest were reserved for communal purposes. The figures under "other lands not available for cultivation" and "net area available for cultivation" increased accordingly to 6,563,880 and 8,605,850 from 6,411,535 and 8,570,408 acres respectively. The adverse seasonal conditions are reflected in the decline of the net cropped area by 549,729 acres or 8 per cent of the area cropped in the previous years. The area under current fallows shows a corresponding rise from 1,342,979 (1917-18) to 1,930,397 acres. The total area irrigated from all sources rose by nearly 68,000 acres to 1,069,035 acres which was nearly one-eighth of the total area available for cultivation and one-fifth of the net area cropped during the year.

Specification of crops.—Out of every 10,000 acres under cultivation 3,187 acres were cultivated with ragi, 1,269 with horse gram, 1,072 with cholum, 1,028 with rice, and 65 acres with sugar-cane, the balance being under other crops. The area under sugar-cane was only 4 per cent of the total irrigated area. Though there was an expansion under horse gram, Bengal gram, etc., the total area under food grains receded from 5,523,373 to 5,087,401 acres or nearly 8 per cent. The area under oil-seeds declined by nearly 30 per cent, being 252,402 against 355,387 acres. A similar decline is noticed in condiments and spices, sugar, fibres, dyes, etc. There was a small rise in the total area of drugs and narcotics from 133,131 to 142,198 acres, due to the expansion of coffee and tobacco cultivations. The area under mulberry was 45,766 acres against 21,780 in 1917-18, increases being especially noticeable in the districts of Tumkur and Mysore. In these districts is noticeable also considerable contraction in the acreage

under arecanut. The Deputy Commissioners of these districts are requested to verify the accuracy of these figures and report the result through the Revenue Commissioner.

Incidence of land revenue assessment.—The incidence of land revenue (on the land assessed) per head of population was Rs. 1-15-4 as against Rs. 1-14-3 of the previous year.

Estimated outturn of selected crops.—The unfavourable character of the seasons resulted in abnormally low outturn of the selected crops, *viz.*, paddy, ragi, cholum, horse-gram and sugar-cane as will be seen from the following tables :—

Crops		Area under crops (acres)	Standard outturn (pallas)	Estimated actual outturn (Pallas)	
1		2	3	4	
1. Paddy	1917-18	818,347	7,222,591	4,438,632	
	1918-19	634,456	5,122,962	2,212,265	
2. Ragi	1917-18	2,317,396	10,596,624	6,375,186	
	1918-19	1,966,411	8,888,431	3,006,270	
3. Horse-gram	1917-18	734,349	1,244,482	627,243	
	1918-19	883,397	1,870,892	630,137	
4. Cholum	1917-18	608,001	1,838,014	1,010,210	
	1918-19	660,533	2,138,715	726,381	
5. Sugar-cane	1917-18	44,328	5,217,282	3,634,091	Maunds
	1918-19	40,584	4,860,838	2,434,595	Maunds

Wholesale prices.—The unfavourable seasonal conditions coming at a period of world shortage of food stuffs resulted in a phenomenal rise in the prices of rice, ragi, cholum and Bengal gram in all the districts of the State, and consequent suffering among the poorer classes. Throughout the year under review the local grain market had to be continuously replenished by imports from abroad organised by Government.

Exports and imports by rail.—The values of imports of the chief agricultural products (by rail) were Rs. 3,20,63,259 and Rs. 3,84,98,859 respectively. The principal features of the year were the large rise in the import of rice and decrease in the exports of ragi and cholum.

General summary.—The principal features of the year's agricultural activities may be summarised as follows :—

Out of a total of 86 lakhs of acres available for cultivation, 7·6 lakhs were still unoccupied and 78·4 lakhs of acres were under occupancy. Out of these 19 lakhs of acres, *i.e.*, nearly one-fourth of the area under occupancy was fallow against one-sixth in the previous year and crops were raised only on the balance, *i.e.*, 59 lakhs of acres against 64·5 lakhs in the previous year.

The cropped area was distributed as follows :—

	Acres.
Food crops	50,C0,000
Oil seeds	2,52,000
Cocoanut and arecanut	1,48,000
Drugs and narcotics (including coffee and tobacco)	1,42,000
Fibres	1,31,000
Condiments and spices	1,25,000
Fodder crops	60,000
Sugar	41,000
Others	2,70,000
Total ...	61,69,000 Acres (including area cropped more than once).

The estimated outturn of the principal crops was poorer than the standard outturn and the previous years' outturn to the extent noted below :—

	Standard	1917-18	1918-19
Paddy	16 annas	... 9'8	6'9
Ragi	16 annas	.. 9'6	5'4
Horse-gram	16 annas	... 8'0	5'3
Cholum	16 annas	... 8'7	5'4
Sugar-cane	16 annas	... 11'1	8'0

Though the agricultural produce was less, prices ruled very high and the increases ranged from about 50 per cent of the previous year's prices, during the harvest time to 100 per cent or even more in some cases, during the months of July and August. The agricultural classes were therefore fairly compensated and the strain fell mostly on the middle classes, the urban wage earners and the Government servants and other employees deriving fixedly monthly incomes.

G. O. No. 3998—Stl. 22-19-10, dated 14th July 1920.

Restoration of Minor Tanks.

PAYMENT OF CONTRIBUTIONS DUE BY RAIYATS.

Under Rule 10 of the rules for the restoration and construction of minor tanks in the State, Deputy Commissioners of Districts have power to treat in very exceptional cases the amount of contribution due by raiyats towards the cost of restoration of minor tanks as a loan on the security of their lands, subject to recovery within a period not exceeding five years, with interest at the rate sanctioned for takavi loans. In view of the possible hardship and inconvenience that might be caused in individual cases, owing to the absence of clear provision in the rules as to the mode of recovery of the contribution due from the raiyats and the number of instalments to be allowed in each case, Government direct that the contributions due from raiyats be recovered

in five equal annual instalments along with the assessment payable on the lands in their holding. This rule will be in force tentatively for a period of three years commencing from 1920-21.

G. O. No. R. 593-604—L. R. 15-19-25, dated 15th July 1920.

Minor Tanks Restoration Works.

REVENUE COMMISSIONER'S POWERS OF RENEWALS OF SANCTION.

The Revenue Commissioner in Mysore solicits orders with reference to Rule 16 of Appendix to Government Order No. R. 2440-87—L. R. 408-14-10, dated 29th August 1916, as to whether as administrative officer for Minor Tanks Restoration Works he is competent to renew sanction in the case of tank works commenced but stopped continuously for 6 months, irrespective of the authority that originally sanctioned the estimates for the same.

Government empower the Revenue Commissioner to renew sanctions in all cases of the kind referred to above provided the amount of the estimates is not above his powers of sanction, under the rules issued with Government Order dated 29th August 1916 (*viz.*, Rs. 2,500), whether the original estimates therefor have been sanctioned by the Chief Engineer or the Government. Renewal of sanction to estimates above Rs. 2,500 should be submitted for the orders of Government through the Chief Engineer, Public Works Department.

G. O. No. R. 781-92—L.R. 15-19-23, dated 17th July 1920.

The Shanbhogs' Conference.

GOVERNMENT ORDER ON THE RESOLUTIONS.

Conference of 1918.

The question of increasing the remuneration paid to shanbhogs is engaging the attention of Government. As announced at the meeting of the Representative Assembly of May 1920, it is intended, at present, to allow the potgi to be calculated on *each* village separately, and also to increase stationery allowance. Orders in this respect will issue very early.

Government observe that the hereditary claims of shanbhogs of towns and villages converted into municipalities or constituted as Village Panchayets cannot ordinarily be recognised, as the Municipal Regulation and the Village Panchayet Regulation do not admit of the creation of the hereditary rights to any office.

Government are not prepared to accept the proposals (1) that registered shanbhogs may be allowed to take up other avocations and

employ gumastas to look after the shanbhogi duties and (2) that the registration of several firkas in the name of only one of the hakdars in a family and the appointment of gumastas by the registered hakdar to look after the duties of such of the villages as cannot be managed by himself should be allowed, as the same are opposed to Rule 83 of the rules framed under the Village Offices Regulation and are calculated to materially affect the efficiency of the shanbhogi service.

Government see no reason to give special facilities to the shanbhogs to appear for the Local Service Examinations.

Government consider that no further curtailment of powers beyond that ordered in Government Proceedings No. R. 2610-27—L. R. 193-19-1, dated 23rd August 1919, withdrawing the power given to Amildars to suspend village officers without reference to higher authority is necessary or desirable.

Government are not prepared to accept the suggestion that registered shanbhogs be allowed to nominate their successors during their life-time and that such nominations should be given effect to, as it is likely to affect the efficiency of the shanbhogi service.

The prayer for provision of scholarships to the sons of shanbhogs as in the case of backward classes cannot be granted.

The suggestion that all officers other than Amildars should communicate with shanbhogs only through the Amildars does not commend itself to Government, as the proposed procedure will entail delay in securing information required by the officers concerned.

The existing rules make sufficient provision in regard to the payment of kandayam to village officers and a rule of the kind suggested is hardly necessary.

The proposal that the sons of shanbhogs who pass the B. A., examination should be appointed as Probationers is not practicable. No such preferential treatment can be given.

Government consider that it is not desirable to allow the shanbhogs to reside in any place outside their firkas.

Conference of 1919.

Government observe that it is not practicable to consult the Conference in all cases and that any representations from the Conference on behalf of the shanbhogs in regard to matters concerning them will receive due consideration.

The President of the Conference has been already informed in letter No. C. 15031—R. A. 23-19-2, dated 5th January 1920 that, as shanbhogs are sufficiently represented in the Representative Assembly, there is no need to give them separate representation.

Government concur with the Revenue Commissioner in Mysore in his opinion that as the accounts in connection with contributions and loans are all maintained in Taluk Offices and as no extra work devolves on the shanbhogs in respect of them, commission on their collection should not be paid to these officials.

The Secretary of the Conference is informed that in reconstituting taluks, all the villages comprised in a firka are ordinarily included in one taluk and that this practice will be followed in the future.

It may be pointed out that Government have in their Proceedings No. Fl. 3368-9—G. F. 160-19-2, dated the 17th December 1919, already passed orders granting the request in the matter of allowing the sums contributed towards the funds of the Conference being received in the State Treasuries and arranging for remittance of the amounts to Bangalore by means of Transfer receipts.

G. O. No. R. 1447-506—L. R. 234-19-7, dated 28th July 1920.

Tours of Revenue Officers.

Facilities for Petitioners to make Personal Representations.

The proposals of the Revenue Commissioner are that in order to afford facilities to petitioners to make personal representations, the Assistant Commissioners may be required to draw up, in advance, each month, programmes of their tour during the month, to send copies thereof to the Deputy Commissioners and to the taluks under their charge, and to affix copies on the notice boards of their offices and that, similarly, the Amildars may be directed to prepare in advance programmes of their tour and send copies thereof to their divisional officers and attach copies to the notice boards of the Taluk Offices. These proposals are approved. The officers should adhere to their pre-arranged programmes as far as possible and whenever they are compelled to deviate from them they should immediately prepare modified programmes and give timely intimation of these to their superior officers as well as to the public.

Assistant Commissioners should as far as possible stop at their headquarters during first week and the Amildars during the first three or four days in each month, attending office punctually at the prescribed hours, so as to be available to the public.

Government further direct that the programmes of tour of the Deputy Commissioners should be similarly prepared and posted in a prominent place on their own office notice boards and copies thereof sent to the Assistant Commissioners and Taluk Amildars for being posted similarly on the notice boards of their offices.

G. O. No. R. 2564-72—L. R. 224-19-4, dated 21st August 1920.

Increased Production of foodstuffs.

Concessions continued.

The concessions referred to in G. O. No. R. 4602-16—L. R. 276-18-3, dated 21st September 1918 (reprinted below for reference), will for the present be in force till the end of 1921-22, as proposed by the Revenue Commissioner in Mysore.

APPENDIX.

CONCESSIONS FOR INCREASING THE PRODUCTION OF FOOD GRAINS.

1. *Cultivation of food crops.*—The grant of all lands the *malki* on which does not exceed five years' assessment will be made on payment of an upset price equal to half the value of the malki on the land.

The land should be cultivated with food crops at the next season after the grant and continued to be so cultivated for five successive years.

2. *Temporary cultivation*—(*i*) *assessed lands.*—All unoccupied assessed lands may be given for temporary cultivation for three years irrespective of the period for which they have been out of holding, subject to the conditions prescribed under eksal rules, except as modified below.

On lands so granted one-half of the assessement for each year should be collected in advance at the beginning of the year, and the remainder after the harvest.

N. B.—The period is terminable at the option of the grantee on timely intimation being given to the Taluk Amildar.

(ii) *Gomal and kharab lands.*—Deputy Commissioners and Sub-Divisional Officers should be authorized to dispose of lands out of *Gomal* and *Kharab* for temporary cultivation where no objection exists, preference being given to the village community if it undertakes the cultivation. This concession may be subject to the following conditions:—

(*a*) The grant to be for three years;

(*b*) The land to be subject to half the assessment at rates prevailing for similar land at the village for the first year, three-fourths for the second, and full assessment for the third.

(*c*) Only food crops (including such manurial crops as are calculated to render the land fitter for food crops) to be raised on the land.

(*d*) The grantee not to interfere with trees or other valuable appurtenances, and hold himself responsible for any loss or damage caused thereto.

(iii) *Tank beds.*—Beds of breached tanks which are out of action and which are not likely to be taken up for repair within the next three years may be leased out for cultivation by Deputy Commissioners and Sub-Division Officers, on public sale, where no valid objection exists.

1. *Throwing open departmental reserves.*—Eleven lakhs twenty-four thousand nine hundred and three acres of Amrut Mahal kaval land have been transferred to the Revenue Department for being given out for cultivation.

2. The lists of date groves in the State will be revised and lands not required to be reserved in the interests of the Excise revenue will be set free for being utilised for agricultural purposes.

G. O. No. R. 2621-35—R. M. 5-20-2, dated 23rd August 1920.

STAMPS.

Stamp Rules.

Some Amendments.

Government direct that Rules 72 and 75 of the rules regulating the manufacture, custody, etc., of stamps be modified as follows with a view to require stamp vendors to obtain the signature or thumb impression of the purchaser of stamps in cases where the purchaser is willing to do so:—

Rule 72. (*a*) Between the words 'name' and 'and residence' wherever those words occur insert the word 'description.'

(*b*) after the words "his own signature" add the words "and, if the purchaser has no objection, then his signature if he is literate, or his left thumb impression if illiterate".

Rule 75. (*a*) Between the words 'keep' and 'a' in line 1 insert the words "in a register prescribed for the purpose."

(*b*) For the words "the name of the party to whom sold" in line 2 substitute "the name, description and residence of the party to whom sold, and if the stamp is purchased on behalf of a person other than the actual purchaser the name, description and residence of that person."

(*c*) After the words "and the amount paid into the treasury" in line 3 add "the purpose for which the purchaser states that the stamp is purchased, the signature or left thumb impression of the purchaser if he consents to sign the entry, and if he does not consent, the reasons for his not consenting in case the purchaser states his reasons."

G. O. No. R. 658-717—St. 15-19-2, dated 16th July 1920.

MEDICAL.

Lady Medical Officers.

FORMATION OF A SEPARATE CADRE.

In their Order of the 13th July 1918,* Government sanctioned a revision of the several grades of officers of the State Medical Department. In it, Sex allowances of Rs. 50 for each Lady Surgeon, of Rs. 30 for each Lady Assistant Surgeon or Apothecary, and of Rs 15 for each Lady Sub-Assistant Surgeon were sanctioned in addition to the grade pay. But the charges reserved for Lady Medical Officers were not listed and the proportion of officers of the two sexes in the cadres at any time was left to be decided by circumstances from time to time.

Recent experience has shown that, while it is necessary to recruit an increasing number of lady graduates in Medicine, it is difficult to secure their services, except on rates of salary higher than those that can be offered to male graduates of similar qualifications. In consequence, lady graduates have to be appointed on intermediate rates of pay in the several grades and this has operated as a hardship on male medical officers already in the service. On the other hand, the inclusion of medical officers of both sexes in one and the same cadre has rendered it difficult to post an available junior lady medical officer to a senior charge which is necessarily one for a lady doctor without creating some ground of grievance for male medical officers who are seniors. With a view to avoid these inconveniences and remedy the hardships resulting to both branches of service from a combined cadre, Government resolve to form a separate cadre for lady doctors.

While thus separating the cadres, it is found that at present there will be only two Lady Surgeons and that the regulation of promotion according to vacancies from class to class adopted in the Government Order of July 1918, will cause undue hardship. A time scale is therefore better suited to the needs of the case. Government consider also that the pay and prospects of Lady Sub-Assistant Surgeons should be improved. The minimum pay of this class of officers will accordingly be raised to Rs. 50 and their increments made triennial instead of quinquennial. Two prize appointments on Rs. 100 will also be provided for them. In view of the increased pay and prospects, the Sex allowance in their case will be fixed at Rs. 10 per mensem.

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* Printed on page 21 of Vol. III.

The cadre of lady medical officers will accordingly be as follows:—

Surgeons	Two on Rs. 400—$\frac{50}{3}$—600 plus Rs. 50 Sex Allowance.	
Assistant Surgeons, 1st grade,	3 on Rs. 200-20-360 plus Rs. 30 Sex Allowance.	
Do 2nd grade,	2 on Rs. 120-10-200 plus Rs. 30 Sex Allowance.	
Apothecaries	10 on Rs. 75-5-200 plus Rs. 30 Sex Allowance.	
Sub-Assistant Surgeons	5 on grades as follows:—	
1 to 3 years' service	Rs. 50	With a Sex Allowance of Rs. 10 each.
4 to 6 ,, ,,	,, 55	
7 to 9 ,, ,,	,, 60	
10 to 12 ,, ,,	,, 65	
13 to 15 ,, ,,	,, 70	
16 to 18 ,, ,,	,, 75	
19 to 21 ,, ,,	,, 80	
22 to 24 ,, ,,	,, 90	
Two prize appointments on Rs. 100		

This cadre takes into account only officers already in service and will be added to or varied from time to time according as existing institutions are developed or new ones are opened, and according as the LadyApothecaries now in service retire and are replaced by Lady Assistant or Sub-Assistant Surgeons.

The number of Assistant Surgeons, 1st and 2nd grades will be subject to variation in the light of orders regarding the promotion of certain officers which is separately under consideration.

The strength in the grades of Assistant Surgeons and Sub-Assistant Surgeons sanctioned in Government Order No. G. 679-80—Med. 69-16-4, dated 13th July 1918, will be reduced by the number of lady officers in each grade and class now separated and included in the cadre of lady medical officers, while the strength in the grade of Surgeons sanctioned in the said order will be reduced by a place on Rs. 500 and another on Rs. 450.

G. O. No. G. 1964-76—Med. 52-19-3, dated the 27th July 1920.

State Hospitals.

Free Medical aid to Military Officers and Men.

Government accept the recommendation of the Chief Commandant, Mysore State Troops, and direct that Military Officers and men of the Mysore Military Department and their families be given free medical aid in the State Hospitals.

G. O. No. G. 3568-70—Mily. 336-19-9, dated 12th August 1920.

SANITATION.

Vaccination Measures.

GOVERNMENT REVIEW ON THE REPORT FOR 1919.

Results of vaccination during the year.—The number of persons vaccinated during the year was 168,493 as against 101,613 in 1918 showing an increase of 66,880. Under "District Vaccinations" there was an aggregate increase of 51,521 in the number of persons vaccinated.

Government are glad to note that the average number of cases vaccinated by each vaccinator was 931·8 as compared with 596·5 in the year previous.

Prevalence of small-pox.—The total number of deaths from small-pox registered during the year 1919 was 14,222 as against 4,442 in the year previous, and the death rate was 2·5 as against ·78 in the preceding year. The Sanitary Commissioner thinks that this large mortality in spite of the large increase in the number of vaccinations during the year is due to the fact that unvaccinated adults and children still form a considerable proportion of the population in the districts. The explanation is by no means convincing and the Sanitary Commissioner is requested to further investigate the matter. The systematisation of vaccination so that work may be carried on a definitely ascertained basis of the number of unprotected children in each local area is said to be receiving close attention of the Department and it is hoped that there will be an improvement in the state of affairs in the coming year.

Inspections.—The total number af vaccinations inspected by the District Health Officers and the Deputy Inspectors of Vaccination was 86,224 as against 49,610 in the year previous. The Sanitary Commissioner inspected the work of vaccinators and medical subordinates in 31 towns and 23 villages.

Compulsory vaccination.—The attention of the Presidents of Municipalities is invited to the remarks of the Sanitary Commissioner in paragraph 9 of his report regarding the working of the Compulsory Vaccination Regulation and they are requested to take suitable measures for the proper working of the scheme.

Cost of the department.—The total cost of the department exclusive of the Vaccine Institute amounted to Rs. 50,486-12-5 in the year under review as against Rs. 28,039-9-8 of the preceding year. The average cost of each successful vaccination was Re. 0-7-8 as in the previous year.

Vaccine Institute.—There was an increase in the quantity of vaccine supplied during the year, the quantity for 1919 being 280,380

as against 162,353 in the previous year. The net expenditure during the year under review was less than that of last year being Rs. 3,813-1-10 as against Rs. 7,235-12-1. The gross cost of lymph supplied during the year was 5·9 pies per case as against 10·59 pies in the year previous.

G. O. No. G. 901-12—San. 99-19-3, dated 13th July 1920.

The Central Sanitary Board.

Its Revised Constitution.

In modification of Government Proceedings No. 8113-63—San. 86-13, dated the 8th February 1917, Government are pleased to direct that the Central Sanitary Board be reconstituted as follows:—

1. The Sanitary Commissioner (President).
2. The Superintending Engineer, Sanitary Circle.
3. Two non-official members preferably from the Legislative Council.
4. Revenue Secretary to Government.

The senior officer for the time being of the Public Health Institute will be the Secretary to the Board.

G. O. No. G. 925-40—San. 87-18-7, dated 13th July 1920.

EDUCATION.

Educational Institutions.

TIME-TABLE FOR CLASS AND PUBLIC EXAMINATIONS.

The Inspector-General of Education in Mysore, submits for sanction a modified time-table showing the dates fixed for the commencement of the class and public examinations in all classes of schools, Anglo-Vernacular Schools, High Schools, Commercial Schools, and Training Institutions and fixing the period of vacation in the case of these schools.

Government sanction the proposals of the Inspector-General of Education. The proposal to allow the existing concession of privilege leave on full pay to those who have had to work during vacations up to now, each case being dealt with individually as occasion may arise is also approved.

APPENDIX.

Public Examinations and Second Term Examinations in High and A.-V. Schools and Training Institutions.

No.	Schools	Class	Date up to which II Term attendance should be counted	Date of examination, public or class	Close of examination—approximate date	Date of re-opening of schools	Period of vacation
1	In High Schools where S. S. L. C. and L. S. are held.	VI Form	8th March.	S. S. L. C. Public Examination, 22nd March.	30th March	8th June ...	For High Schools from 7th April to 2nd June.
		IV and V Forms ...	do ...	Class Examinations, 15th March	20th do ...	Do ...	.....
		L. S. Public Examination	...	1st April	6th April ...	...	.....
2	In High Schools where S. S. L. C. is not held but L. S. is held.	IV and V Forms ...	15th March	22nd March	30th March	8th June ...	Do
3	In A.-V. Schools where L. S. Examination is held.	L. S. Public Examination	16th do ...	L. S. Public Examination, 1st April.	6th April	2nd May ...	For A.-V. Schools six weeks from 7th April to 22nd May.
		II and Lower Forms ...	20th do ...	Class Examination, 25th March.	30th March	Do ...	
4	In A.-V. Schools where L. S. examination is not held.	Do ...	26th do ...	1st April	6th April	Do ...	Do
5	In Training Institutions where T. C. Examinations are held.	T. C. Class ...	15th do ...	Public Examination, Last Monday in March.	...	8th June ...	For U. S. and T. C. Classes from 7th April to 7th June (two months).
		U. S. Public Examination Class.	16th do ...	Public Examination, 1st April...	6th April	Do ...	
		Junior U. S. Class ...	20th do ...	Cl. Examination, 25th March ...	30th March	Do ...	
6	In Training Institutions where T. C. Examinations are not held.	VI or Junior U. S. Class.	26th do ...	Cl. Examination 1st April ...	6th April	Do ...	Do
7	Training Institutions	Pandits' and Moulvis' Senior Classes.	16th do ...	P.E. do ...	Do ..	Do ...	Do
		Pandits' and Moulvis' 1st and 2nd year Classes.	18th do ...	Cl. Examination, 25th March ...	30th March	30th June ...	Do
8	Practical Examination in Agriculture.	.....	...	Public Examination, 1st Monday in April.	....	...	... ..
9	Veterinary Examination ...	.....	...	To succeed the Practical Examination in Agriculture. Date to be fixed each year by the Principal, Training College, Mysore	...	...	.....
10	Proficiency Examination in Sewing.	.....	...	Public Examination, 1st April...	...	...	.....
11	Commercial Schools ...	Examination Classes ...	16th March	1st April ...	10th April	...	.....
		Non-examination Classes.	8th do ...				

N. B.—Heads of schools are permitted to close, before the examination, the various classes from any date not earlier than those fixed in column 4. But attendance for the several classes should be counted only up to the dates shown in column 4, except in the case of the Lower Secondary Class in respect of which the academical year will close on the last day of February, according to existing rules.

Heads of Aided Institutions are requested to make, wherever necessary, their school buildings with furniture, available for public examinations.

G. O. No. 209-10—Edn. 502-19-2, dated 8th July 1920

Hostels attached to Training Institutions.

CONCESSIONS.

The Inspector-General of Education states that hostels attached to Training Institutions are entirely different from general hostels in as much as the boarders in the former are the teachers of the Lower Secondary Grade who are selected and sent for training, and that as these are poorly paid the levy of rent and establishment charges operates as a great hardship and recommends under the above circumstances, that in the case of hostels attached to training institutions the full cost of establishment and rent may be borne by Government the concession being however limited to teachers under training.

The recommendation of the Inspector-General of Education is sanctioned.

G. O. No. 447-8 –Edn. 30-19, dated 13th July 1920.

Degree in Teaching.

INSTITUTION OF A POST-GRADUATE COURSE.

The Registrar, Mysore University, reports that the Special Committee appointed to consider the subject drew up a scheme for the two courses; that the Senate did not approve of their proposal in regard to the institution of a concurrent course in teaching and that the question of the Post-Graduate Course was passed by that body. The following proposals have accordingly been made in regard to the institution of the Post-Graduate Course :—

(i) that a Post-Graduate Course be started from 1st July 1920 as a Department of the Maharaja's College;

(ii) that two officers of the existing Training College of the status of a Professor and an Assistant Professor be transferred to the University together with the provision for their pay, the graduate classes ceasing to work under the Education Department;

(iii) that the course of studies recommended by the Committee and as finally approved by the Senate be approved (*Vide* Appendix);

(iv) that permission may be given to utilise the Maharaja's Collegiate High School Classes for practical work and the Inspector-General of Education asked to transfer books on teaching from the Training College Library to that of the Maharaja's College;

(v) that a lumpsum grant of Rs. 5,000 be made in the budget for additional books and furniture and other contingencies or in the alternative the original lump provision of Rs. 15,000 which had been made under Training College may be retained

Government approve generally of the above proposals and direct that the Post-Graduate Course in Teaching be started from 1st July 1921, and necessary arrangements made therefor in the meantime. The course of studies is also approved.

The Registrar is requested to submit in consultation with the Inspector-General of Education detailed proposals for a suitable re-adjustment of staff on the abolition of the Graduates' Training Class in the Training College with due regard to economy consistently with efficiency.

The institution of the concurrent course may be deferred till the re-organization of the teaching courses in accordance with the recommendation of the Calcutta University Commission has been effected in the Calcutta University.

APPENDIX.

Course of studies	Hours per week.
I. Theory—	
1. History of Educational Theory ...	2
2. Educational classics	3
3. Educational Psychology	2
4. Methods of Teaching	2
5. School Administration (with School Hygiene)	2
	11
II. Practice—	
1. Practice Teaching	3
2. Criticism	2
3. Model Lessons	2
4. Black Board	2
	9
III. Other Courses—	
Essay on Education Topics	1
IV. Outside the Time-table—	
1. Physical Exercise	2
2. Series of lectures on special subjects, :—	
(*a*) Phonetics.	
(*b*) Comparative Education.	
(*c*) Physical Education.	
(*d*) History of Education in India.	
(*e*) Citizenship.	
3. Elocution	6 lectures.

G. O. No. 728-30—Edn. 283-19-3, dated 20th July 1920.

Education of the Military Classes.

CONCESSIONS.

Government are pleased to sanction the following facilities for the education of the children of persons employed in the Military Service of His Highness the Maharaja of Mysore or of Mysoreans in active service and of recruits from the Mysore State.

2. The children of the following persons will be eligible for the concessions hereinafter mentioned :—

(*a*) Persons employed in the following regiments :—

The Mysore Imperial Service, Cavalry and Transport Corps, the Local Service Troops, the Body Guard, the Body Guard (Cavalry), the Bar Battalion (Infantry) and the Golunduz (Artillery).

(*b*) (i). Soldiers and Non-Combatants who were employed in active service in connection with the war.

(ii). Soldiers who have died or been incapacitated whether during or after the conclusion of the war as the result of wounds or injuries sustained or disease contracted while on active service in the Field, provided (*a*) they were employed in the Mysore Regiments serving at the front (*b*) or in the case of those employed in British Indian units, they are Natives of Mysore or they have joined as recruits from the Mysore State.

3. Three scholarships will be awarded in each class up to and inclusive of the Middle School standard to children from each of the regiments. Ten scholarships in each of the High School classes and 5 in the Entrance Course and 10 in the College classes will be reserved for award to deserving students from all the regiments. The value of these scholarships will be the same as that of the corresponding grade of the backward classes scholarships.

4. Each child of every person coming under 2 (*b*) (ii) above will be granted the following concessions :—

i. Free education in all stages plus a small allowance to cover incidental expenses such as books in primary stages.

ii. Scholarships in Lower Secondary schools, the amount being the same as the backward classes scholarships.

iii. Scholarships in the higher stages also, their value being

Secondary class	... 3 and 4
English High School	... 4, 5 and 6
University Entrance	... 7
B. A.	... 8, 9 and 10

without prejudice to their competency for other open scholarships.

iv. When the pupil resides in a hostel and the ordinary scholarship does not cover hostel charges an addition will be made to the scholarships.

v. Application should be made in the prescribed form and forwarded through the Head of the Institution in which the candidate is studying to the Inspector-General of Education in Mysore so as to reach him before the 1st

week of August every year. In the case of University students, the applications should be made to the Registrar, Mysore University.

5. Each candidate should forward with his application a certificate signed by any competent officer (not below the rank of a Jamedar in the State force) to the effect that the candidate is entitled to a scholarship.

6. The scholarship will be awarded in consultation with the Chief Commandant, Mysore State Troops for one year in the first instance and will thereafter be continued year by year subject to the condition of satisfactory report of progress and conduct by the Head of the Institution in which the boy or girl is studying.

7. A student who fails once may be given a reduced scholarship of half the ordinary value of the scholarship. Ordinarily no student who fails twice in the same class will be eligible for a scholarship.

8. Besides the scholarships herein provided, the children of the Military classes will be eligible for open scholarships.

9. A provision of Rs. 150 will also be made every year for the supply of slates and other school requisites in deserving cases.

10. The children of retired soldiers will also be eligible for the concessions herein provided.

G. O. No. 1032-4—Edn. 149-18-29, dated 26th July 1920.

Free Secondary Education.

GRANTS TO AIDED SCHOOLS.

Government direct that pending introduction of revised grant in-aid rules, aided Anglo-Vernacular schools may be given an additional grant equal to the deficit between the income and the expenditure on condition that the agency furnishes correct accounts and also provided that where the existing grant and the additional grant exceed the expenditure, the grant will be reduced by the surplus.

In cases where the actual expenditure cannot be ascertained till the end of the year advance monthly payments not exceeding the old grant plus the amount of actual fees which have been abolished may be made subject to adjustment according to para 1 above at the close of the year.

G. O. No. 1794-5—Edn. 1-20-9, dated 16th August 1920.

AGRICULTURE.

Civil Veterinary Department.

TRANSFER OF CONTROL TO THE AGRICULTURAL DEPARTMENT.

In connection with the proposals received from the Revenue Commissioner, and in view of the recent appointment of a Live Stock Expert in the State, Government have considered the question of transferring the control of the Civil Veterinary Department, from the Revenue Commissioner to the Director of Agriculture in Mysore. The views of both these officers on the subject have also been obtained. The Director of Agriculture considers that the transfer of the Civil Veterinary Department to the Agriculture Department and the vesting of its technical control with the Live Stock Expert, would add to the efficiency of the Veterinary Department, and the Revenue Commissioner has no objection to the change being tried.

Government concur in the view of the Director of Agriculture and direct the transfer of the control of the Civil Veterinary Department from the Revenue Commissioner to the Director of Agriculture in Mysore.

G. O. No. R. 2044-55—R. M. 11-19-17, dated 12th August 1920.

INDUSTRIES AND COMMERCE.

Weights and Measures.

MEASURES FOR STRICTER ENFORCEMENT OF RULES.

Three years have elapsed since orders were passed regulating the working of the whole system of the introduction of uniform weights and measures in the State. Government in that order also indicated the manner in which periodical inspections and testing of weights and measures should be made. They were however not in favour of declaring the use of the unauthorised weights and measures illegal until the system of uniform weights and measures became familiar to the people.

Owing to various causes it has not been possible for Government to manufacture a sufficient number of standard sets of weights and measures for supply to the public. The Director of Industries and Commerce has however separately been requested to arrange for getting them manufactured without further delay either in the Metal Factory or by private firms. It was not the intention of Government that the delay in the supply should lead to any laxity in the enforcement of the existing rules regarding the use of only authorised weights and measures.

The complaints that are being received from producers of sugarcane, etc., about the weights and measures in use in several trade centres go to show that, while there is no uniformity in the weights and measures in use in such places, merchants and traders are in the habit of using manifestly unauthorised standards of weights and measures. Government consider that this state of things could be easily obviated if the instructions as regards periodical inspections and testing of weights and measures are carried out. It is also necessary that sufficient use should be made of existing provisions of the Weights and Measures Regulation and the Indian Penal Code to bring persons using false measures promptly to book.

Government also observe that it is necessary that a clear table of the authorised standards of weights and measures, their multiples and sub-multiples, should be published widely, if the great diversity in the existing use of weights and measures is to be checked. Pending the revision of the rules under the Weights and Measures Regulation, the Deputy Director of Commerce is requested to publish in the first issue of the English and Kannada Gazette every month for a period of 6 months a notification giving such a table* of standards of weights and measures.

G. O. No. 680-94—I. & C. 123-18-36, dated 19th July 1920.

* This will be found printed in Part II.

ECONOMIC CONFERENCE.

Economic Development and Associated Boards.

REVISION OF ESTABLISHMENT.

From a careful examination of the working of the various agencies of the Economic Conference as reorganised, Government direct a revision of the establishment of the several Boards as in the appended statement, which will come into effect from 1st July 1920.

The net Financial effect of the revision of the Gazetted and other establishment of the conference as a whole will thus be Rs. 70,752 as against Rs. 91,044 at present.

APPENDIX.

Statement showing the existing and sanctioned scale of establishments of the Economic Development Board and the Associated Boards.

Present				Sanctioned			
Name of appointment	No.	Rate of pay	Average cost	Name of appointment	No.	Rate of pay	Average cost
Directing and Controlling Staff—		Rs.	Rs.			Rs.	Rs.
Economic Development Board—							
Secretary, E. and A. and *ex-officio* Secretary, Economic Development Board.	1	1,000+D. A. 100 +P. A. 100	600	Secretary, E. and A. and *ex-officio* Secretary, Economic Development Board.	1	1,000+D. A. 100 +P. A. 100	600
Assistant Secretary, Economic Development Board.	1	250+D. A. 100	350	Assistant Secretary to Government, E. and A. and *ex-officio* Assistant Secretary, Economic Development Board and Secretary, Board of Industries and Commerce.	1	250+D. A. 150	225
Central Boards, Board of Education ...	1	260+D. A. 100	360	Assistant Secretary to Government and *ex-officio* Secretary to Board of Education.	1	400+D. A. 100	250
Central Boards, Board of Agriculture ...	1	250+D. A. 100	350	Assistant Secretary to Government and *ex-officio* Secretary, Board of Agriculture.	1	250+D. A. 100	175
Board of Industries and Commerce ...	1	250+D. A. 100	350	Assistant Secretary to Government and *ex-officio* Secretary, Board of Industries and Commerce.	...	.....	...
Board of Industrial and Scientific Advice ...	1	.....	...	The Industrial Chemist will be *ex-officio* Secretary as hitherto.	1	D. A. 50	D. A. 50
Total Directing staff ...	6	.....	2,010	Total ...	5	.....	1,300
Clerical Establishment—							
Economic Development Board.							
Manager	1	100	100	Head Clerk (80)	1	80	80
Clerks 50, 45, 35, 30, 25, 20	6	.....	205	Clerks 50, 35	2	...	85
				Attender	1	15	15
Board of Education.							
Manager	1	125	125	Head Clerk (80)	1	80	80
Clerks 40, 35, 2 (30), 1 (20)	5	155	155	Clerks 50, 35	2	..	85
Additional Establishment 50, 40, 25 ...	3	.....	115	Attender	1	15	15

D

Present				Sanctioned			
Name of appointment	No.	Rate of pay	Average cost	Name of appointment	No.	Rate of pay	Average cost
Board of Agriculture.							
Head Clerk (70)	1	70	70	Head Clerk (80)	1	80	80
Clerks 50, 35, 30	3	.....	115	Clerks 50, 35	2	...	85
Board of Industries and Commerce.				Attender	1	15	15
Head Clerk (70)	1	70	70	Head Clerk (80)	1	80	80
Clerks 50, 35, 30	3	.....	115	Clerks 50, 35	2	...	85
Board of Scientific Advice and Research Board.	...	.....	...	Attender	1	15	15
Total ..	24	.....	1,070				
Menial Establishment—				Total ...	16	.....	720
Economic Development Board.							
2 (10), 2 (9), 7 (8), 2 (7)	13	.....	108	1 (10), 2 (9), 3 (8)	6	.....	52
Board of Education.							
3 (10), 2 (8), 3 (7)	8	.....	67	1 (10), 2 (9), 2 (8)	5	.....	44
Board of Agriculture.							
1 (10), 1 (8), 5 (7)	7	.....	53	1 (10), 2 (9), 2 (8)	5	.....	44
Board of Industries and Commerce.							
1 (10), 1 (9), 5 (8)	7	.....	59	1 (10), 2 (9), 2 (8)	5	.....	44
Total ...	35	.....	287	Total ...	21	.....	184
District Establishment—							
(1) Officers.							
District Economic Superintendents ...	8	250	2,000	Secretaries to District Boards	8	250	2,000
Allowances to Secretaries of District Committees, 2 (40), 6 (30).	8	.....	260				
Total ...	16	.....	2,260	Total ...	8	.....	2,000
Clerical Establishment—							
(2) Clerks to District Committees and Economic Superintendents.				Clerks for District Boards.			
8 (35), 8 (25), 8 (30), 16 (20)	40	.....	1,040	8 (35), 8 (25)	16	.....	480
Clerks to Taluk Pro. Committees 68×20/2 ...	68	10	680	Clerks for Taluk Boards	68	15	1,020
Total ..	108	....	1,720	Total ...	84	.....	1,500
Menial Establishment—							
Peons 16 (8), 16 (7)	32	.....	240	Peons 24 (8)	24	.....	192

G. O. No. 120-83—E. and C. 15-19-95, dated 6th July 1920.

RAILWAYS.

Mysore Railways.

Increase of Fares.

The Secretary to Government for Railways states in his note dated 20th July 1920, that, owing to the enhanced cost of Railway materials and the all-round increase of salaries and wages granted to the staff, the working expenses of the Mysore Railways have increased and that in order to meet this it is proposed to enhance the existing Passenger fares as on other Railways in India, and solicits sanction for the following rates being charged with effect from 1st October 1920.

	Rate per mile.
Third class by Mail	3½ pies.
Third class by ordinary trains in all sections ...	3 ,,

The proposal is sanctioned

G. O. No. R. S. 456-61—Ry. F. 130—O. L. 20-21, dated 24th August 1920.

PUBLIC WORKS.

Bridges across the Cauvery and the Kapila

Government accorded administrative sanction in their order dated 23rd August 1918 to the construction of two road bridges, one across the Cauvery and the other across the Kapila, both at T.-Narsipur in the Mysore District, the cost being borne equally by the District Board and Government, and directed the Chief Engineer to proceed with the detailed investigation of the projects.

Since the issue of that Government Order, the localities were inspected with reference to the representations of the people of Bannur and Sosale, and as a result of local enquiry Government decided that the bridge across the Cauvery should be at Bannur. Accordingly, the Public Works Department have submitted two estimates (with alternative ones for stone masonry) for bridging the Cauvery at Bannur and the Kapila at T.-Narsipur, as detailed below:—

	Of stone masonry.	Of brick masonry.
(1) Bridge at Bannur of 50 feet span (Cauvery)	3,06,760	2,25,600
(2) Bridge at T.-Narsipur of 50 feet span (Kapila)	2,50,000	1,79,800

In the meantime, a number of petitions having been received regarding the sites for the proposed bridges, the revenue and traffic statistics were ordered to be collected. The statistics since received show that the construction of the bridge at Sosale will command better advantages. Moreover, by the construction of a bridge at Sosale, Bannur would not suffer so much disadvantage as Sosale would, in case the bridge were constructed at Bannur. In these circumstances Government are pleased to direct that the bridge across the Cauvery may be constructed at Sosale instead of at T.-Narsipur or Bannur and the bridge across the Kapila be constructed at T.-Narsipur as already ordered.

Both the bridges may be built of brick masonry, being the less expensive of the two designs proposed. The alternative estimates referred to above will be forwarded to the Superintending Engineer, Western Circle, to be duly revised and resubmitted at an early date for the formal sanction of Government.

G. O. No. P. W. 239-45, dated 4th August 1920.

LOCAL SELF-GOVERNMENT.

Town Municipalities.

Review on the Reports for 1918-19.

Twenty-nine Town Municipalities were working during the year. The sanctioned number of Councillors rose from 460 to 492. On the 30th June 1919, the actual strength was 481 of whom 95 were *ex-officio* members, 177 were nominated by Government, and 209 were elected by the Municipal Councils. During the year under review, the Town Municipal Councils of Chickmagalur and Kolar had non-official Presidents, 17 Municipal Councils had non-official Vice Presidents and the others had *ex-officio* Vice-Presidents.

Meetings and attendance.—The total number of meetings held during the year was 493. Of these 72 had been adjourned for want of a quorum. The Councils met on an average 17 times during the year. It is satisfactory that all the Municipal Councils held more meetings than the prescribed minimum. The attendance at the meetings was generally good and in only six Municipalities—Seringapatam and Hole-Narsipur, Tarikere, Chamarajanagar, Maddagiri and Sagar Municipalities it was less than 50 per cent.

Managing Committees.—The marginally noted eight Municipal Councils had managing committees under Section 27 of the Municipal Regulations. In the Davangere Municipality the Managing Committee did practically no work for want of a Vice-President. The Deputy Commissioners are requested to issue instructions to the other Municipalities to form managing committees as they help the speedy disposal of Municipal matters.

Shimoga
Shikarpur
Davangere
Chitaldrug
Nanjangud
Tumkur
Chickmagalur
Chintamani

Rules and Bye-laws.—The Municipal Councils of Tumkur, Bowringpet, Kolar, Gubbi, Hole-Narsipur, Nanjangud and Davangere, have framed rules and bye-laws under several sections of the Municipal Regulation.

Finance.—The income and expenditure during the year, as compared with those of the previous year are as shown below :—

Income—

	1918-19	1917-18
	Rs.	Rs.
"Octroi (mohatarfa including tax on vehicles)"	1,74,069	1,68,848
"Taxes on buildings" ...	77,313	78,599
"Other taxes"	1,75,106	1,75,705
Total ...	4,75,566	4,65,782

Expenditure—

	1918-19 Rs.	1917-18 Rs.
Public Works	86,674	81,065
Sanitation	1,16,353	95,577
Public Institutions	3,303	6,012
General Administration including other items	2,51,610	2,24,654
Total ...	4,57,940	4,07,308

Investment.—During the year under review the Municipal Councils of Tumkur and Tiptur invested sums to the extent of Rs. 10,000 and 15,000 in the Mysore Bank in addition to the deposits of Rs. 37,625 and 42,010 respectively in the same bank.

Incidence of taxation.—The average incidence of taxation works out to Rs. 2-7-7 per head of population. It ranged from eight annas in Mulbagal Municipality to Rs. 5-1-1 in Davanagere Muicipality. The incidence exceeds Rs. 2 in eight Municipalities.

Demand, Collection and Balance.—The current demand under assessed taxes amounted to Rs. 1,46,604 of which Rs. 1,03,442 or 70·5 per cent was collected. Under arrears of previous years amounting to Rs. 1,02,077 a sum of Rs. 378 was remitted and Rs. 35,116 collected leaving Rs. 6,583 or 66 per cent uncollected at the end of the year. The collection work was fair in Tumkur, Davangere, Chikballapur, Chamrajnagar, Sidlaghatta, Bowringpet and Tiptur, but was particularly slack in Shimoga, Chickmagalur, Channapatna, Seringapatam, Nanjangud, Chitaldrug, Harihar, Maddagiri and Kunigal. As regards collection of arrears particular mention has to be made of Seringapatam, Shikarpur, Birur, and Hole-Narsipur where no efforts appear to have been made for collecting them. Prompt steps should be taken to remit all irrecoverable arrears and to collect the outstanding dues. The Councils concerned should show greater diligence in this respect.

Revision of assessment.—The Municipal Councils of Shikarpur, Hassan and Sagar have increased cart, shop and house taxes and attempts at the revision of certain taxes have already been made in Bowringpet, Hole-Narsipur and Kolar. The attention of all the Municipal Councils is invited to paragraph 10 of the last year's review and every effort should be made, as directed therein, to see that the taxation is properly levied and equitably distributed.

Medical relief.—In the Local Fund Dispensaries and Vaidyasalas in the areas under review 3,42,466 people were treated. The number of persons vaccinated was 6,859 as against 4,693 in the previous year, and 21 midwives attended to 1,912 labour cases.

Public Works.— Out of the total budget allotment of Rs. 1,11,800 under Public Works a sum of Rs. 81,186 only was spent. The lapses were heavy in the Municipalities of Shimoga, Chickmagalur, Channapatna, Chamarajnagar, Sagar and Chintamani. It is however satisfactory to note that about 73 per cent of the allotment has been spent.

Sanitation and Water-supply.—Under this head the case of

Seringapatam has to be specially mentioned. No steps as directed in Government Order No. R. 85430-32—Ml. 164-17-8, dated 20th May 1919 have been taken by this Municipal Council for the execution of certain works in connection with anti-malarial measures. The Municipal Council is requested to see that the works referred to in the Government Order indicated above are carried out promptly. In Shimoga, although a revised estimate for Rs. 1,02,626 was sanctioned in Government Order No. 13579-80 –Ml. 127-17-10, dated 21st April 1919 to provide for additional fountains and for affording facilities for providing house connections yet the work has not been started. The question of financing the water-supply schemes for Mulbagal, Tumkur and Chikballapur is under the consideration of the Municipal Councils concerned. A scheme of water-supply to Chitaldrug town has been put off on account of the abnormal rise in the price of materials required therefor.

Vital statistics.—The number of births registered during the year was 3,728 against 3,898 in the previous year, while the number of deaths rose from 5,115 in 1917-18 to 11,458 in the year under review. Plague in thirteen Municipalities and influenza throughout the entire area was responsible for the heavy mortality.

Audit of accounts.—The accounts have been audited by the staff of the Comptroller's office and in some Municipalities like, Shimoga, Shikarpur, Chitaldrug, Hassan, Davangere, Chikmagalur, Chiknayakanhalli, Tumkur and Nanjangud, honorary auditors have looked into the accounts. No case of defalcation has been reported except the one from Seringapatam where the defaulter was convicted the amount misappropriated having been recovered from him.

General.—The administration of the Municipal Councils was generally satisfactory, and the non-official members, evinced fairly keen interest in their Municipal affairs.

G. O. No. R. 2470-82—Ml. 103-19-51, dated 20th August 1920.

MISCELLANEOUS.

The Representative Assembly.

HOLDING OF ELECTIONS IN CASES OF VACANCIES.

Rule 11 of the Rules relating to the constitution and conduct of business in the Representative Assembly republished in Notification No. G. 10156—G. R. 33-14-1, dated 22nd March 1915 will be amended as follows :—

Present rule.	*Amended rule.*
If any member during the term for which he has been elected or deputed becomes disqualified under any of the conditions set forth in Rule 10, he shall be disabled from continuing to be a member and his seat shall become vacant.	"11 (*a*) If any member during the term for which he has been elected or deputed becomes disqualified under any of the conditions set forth in Rule 10 above he shall be disabled from continuing to be a member and an election to fill up the vacancy so caused shall be held in accordance with these rules. (*b*) If any vacancy is caused by death or resignation an election to fill up the vacancy so caused shall be held in accordance with these rules.

Notification No. 3380—R. A. 8-19-20, dated 11th August 1920.

The Representative Assembly.

RULE 9 AMENDED.

Rule 9 of the Rules relating to the constitution and conduct of business in the Representative Assembly will be amended as follows :—

Present rule.	*Modified rule.*
Persons deputed under Rule 8 shall be members of the Assembly for *one year* only and duly notified in the month of Jyeshta preceding the meeting of the Assembly in each year.	Persons deputed under Rule 8 (by Local Fund and Municipal Boards and recognised Public Associations) shall be members of the Assembly for *three years* as in the case of members elected

Present rule.	*Modified rule.*
	from Taluk and Sub-Taluk constituencies and the deputation shall be made and duly notified in the month of Jyeshta preceding the meeting of the Assembly in the year of triennial election of Taluk and Sub-Taluk members to the Representative Assembly.

Note.—The tenure of office of members elected and deputed to the Assembly during the current year will last only for the rest of the current triennial election period, *i.e.*, up to the end of the year 1921-22.

Notification No. 3389—R. A. 8-19-21, dated 11th August 1920.

Service Associations.

Policy of Government Explained.

Though there are at present no rules in regard to the formation of Associations by persons in Government service for their mutual instruction or benefit, Government have, from time to time, not only permitted their officers to form themselves into Associations for cultural purposes but also sanctioned facilities to such Associations for conducting annual meetings, encouraging special study by the members and publishing periodical journals of their own. These Associations, however, have not been permitted to approach Government with memorials or representations in regard to their condition of service, emoluments, etc., in respect of which joint memorials are prohibited by rule 29 of the Rules relating to the conduct of public servants. With a view to enunciate in greater detail the policy of Government in respect of the formation of Associations, Government resolve to issue the following supplementary rules to the rules of conduct of public servants :—

" Rule 29 A—(1) The members of any particular service or any set of services may form themselves into an Association for the purpose of mutual improvement, improving *esprit de corps* and providing means for specialization and interchange of views among the members.

(2) No such Association shall include among its members any persons not actually in the public service.

(3) No such Association shall engage itself in the performance of any of the acts prohibited in respect of individuals in the foregoing rules, except with the sanction of Government and to the extent permitted, and subject to the conditions laid down by the Government in each case.

(4) A certified copy of the proceedings of each meeting of every such Association shall be submitted to the Chief Secretary to Government for information.

(5) Subject to strict compliance with the foregoing rules, Government will be prepared to afford reasonable help to all such Associations for the conduct of their business and the furtherance of their objects and will also permit superior officers of the several departments to assist such Associations."

G. O. No. 137-190—E. A. G. 419-19-4, dated 14th July 1920.

The Census of 1921.

DUTIES OF GOVERNMENT OFFICERS AND NON-OFFICIALS.

It is hereby notified for general information that, in pursuance of the provisions contained in the Mysore Census Regulation, 1920, a general census of the population of the Mysore State will be taken on the night of the *18th March 1921.*

The census should be regarded as of paramount importance while it lasts. It will be the duty of all Government officers and non-officials, who have been and who may hereafter be entrusted with the census, to see that the rules and instructions issued by the Census Superintendent for the conduct and guidance of census officers in taking the census are carried out with efficiency and accuracy as required by the said Regulation.

In view to secure the utmost efficiency and economy in census work, Government direct that the services of officials of all departments connected with the administration, other than Palace, Medical, Plague and Press, be made available for the purpose of the ensuing census, without prejudice to their duties, on the requisition of Deputy Commissioners of Districts, and the Honorary Presidents of the Bangalore and Mysore City Municipalities. In carrying out this important measure, Government also rely upon the willing co-operation of all classes in rendering service in enumeration work wherever their help may be required to supplement the official establishments and of all persons in furnishing correct information to be entered in the Schedules.

Under clause (3), Section 2 of the said Regulation, the Government of His Highness the Maharaja are pleased to delegate to Deputy Commissioners of Districts and Presidents of the Bangalore and Mysore City Municipalities, the power of appointing Supervisors and Enumerators for census work, and to authorise the Sub-Division Officers, Chief Officers of Municipalities of Bangalore and Mysore and the Vice-President, Kolar Gold Fields Sanitary Board, to sign the declarations in writing of the appointment of these census officers for the local areas under their respective charge under the general or special directions of the Deputy Commissioner of the District and the President of the City Municipality and the Kolar Gold Fields Sanitary Board in this behalf respectively.

Rules under Section 6 of the said Regulation, relating to enumeration including the standard questions which may be put by Enumerators to the people to be enumerated, will be published as a Supplement to the *Mysore Gazette* for general information.

Under Section 11 of the said Regulation, Government are pleased to authorise the Deputy Commissioners of Districts, the Presidents of Bangalore and Mysore City Municipalities, and the President of the Kolar Gold Fields Sanitary Board, to sanction prosecutions under the said Regulation and are further pleased to declare that such prosecutions shall be instituted before Magistrates of the first or second class.

Notification No. G. 6264-85—Census 20-19-1, dated 9th July 1920.

Local Service and Pleaders' Examinations.

To be Held Twice a Year.

The question of holding the Local Service and Pleaders' examinations twice a year with a view to afford greater facilities to candidates intending to get themselves enrolled as Second Grade Pleaders within the extended period of three years allowed in the Government Order No. G. 5860-1—Cts. 262-18-3, dated 5th September 1919, having been pressed for consideration both in the Representative Assembly and the Legislative Council, the proposal was referred for opinion to the Board of Management of the said examinations. The Board are unanimously in favour of holding a second examination both for the Pleaders and the Local Services, as it will be of great use not only to candidates intending to become Pleaders, but also to the Probationary Assistant Commissioners and other officers who are required to pass the prescribed tests within a definite period.

Government accordingly sanction the recommendation of the Board for holding the Local Service and Pleaders' Examinations twice a year, the arrangement being tried for a year in the first instance.

G. O. No. G. 2297-353—Cts. 87-19-4, dated 30th July 1920.

PART II.

Books, Pamphlets, etc., issued by Government Departments (Mysore).

Department of Industries and Commerce in Mysore.

TABLE OF WEIGHTS AND MEASURES.

As per Notification No. J. 864—Legis. 16-09-37, dated 11th September 1911, the table of the authorised standards of weights and measures, their multiples and sub-multiples is published below for the information of the public.

(1) The standard of weight shall be the "seer" weight, which is a mass of metal in the possession of Government equal to the weight of 24 rupees (of 180 grains Troy each) of the British Indian currency.

(2) The standard of measure of capacity shall be the "seer" measure, which is a hollow bronze cylinder in the possession of Government, capable, when filled to the brim, of holding just 108 tolas (of 180 grains Troy each) weight of distilled water at its maximum density and under the normal atmospheric pressure.

(3) The use of the following weights and measures of capacity is hereby recognized :—

(*A*) *Weights*—

Tola (=180 grains, Troy), equal to one twenty-fourth of a seer as defined in para (1).

Half-tola ; quarter-tola ; and smaller sub-divisions of a tola.

Multiples of a tola to be described as so many tolas.

Seer, equal to the standard seer weight as defined in para (1).

Half-seer (*Achcheru*), equal to 12 tolas.

Quarter-seer (*Pavu*), equal to 6 tolas.

One-eighth seer (*Arapavu*), equal to 3 tolas.

Maund (*Mana*), equal to 40 seers.

Lower multiples of a seer, to be described as so many seers (with or without fractional parts), or as such fraction of a maund ; *e.g.*, 5 seers (*Pancheru*) ; 10 seers (*Dhadiah*) ; $\frac{1}{2}$ maund ; $\frac{1}{4}$ maund, etc.

Multiples of a maund, to be described as so many maunds (with or without fractional parts) ; *e.g.*, 2 maunds ; $2\frac{1}{2}$ maunds, etc.

Bengal seer (*Bengal seru*), equal to 80 tolas.

Bengal maund (*Bengal mana*), equal to 40 Bengal seers of 80 tolas each.

Multiples of the Bengal seer and Bengal maund to be described as so many Bengal seers or Bengal maunds.

Pound (*Avoirdupois*) *lb.* equal to 7,000 grains Troy [108 pounds=175 seers as defined in para (1).]

Half-pound; quarter-pound; and smaller sub-divisions of a pound.

Multiples of a pound to be described as so many pounds with or without fractional parts.

A *stone* equal to 14 lbs. A *quarter* equal to 28 lbs. A *cwt.* equal to 112 lbs. And a *ton* equal to 2,240 lbs. or 20 cwts.

(*B*) *Measures*—

Seer, equal to the standard seer measure as defined in para (2).

Sub-division of a seer, as follows :—

Half-seer (*Achcheru*); quarter-seer (*Pavu*); one-eighth seer (*Arapavu*); one-sixteenth seer (*Chataku*).

Balla, equal to 4 seers.

Kolaga, equal to 8 seers.

Lower multiples of a seer, to be described as so many seers (with or without fractional parts), or such fraction of a kolaga.

Palla, equal to 100 seers.

Khandi, equal to 20 kolagas or 160 seers.

Lower multiples of a kolaga to be described as so many kolagas (with or without fractional parts), or such fraction of a palla or khandi.

Supplement to the Muzrai Manual.

The Mysore Muzrai Manual was compiled and issued last year and a brief reference has been made to it on page 337 of Volume III of this journal. The orders subsequently issued, affecting the Department have been brought together in two handy supplements of which the first appeared in January last and the second has now been published. They are respectively priced six annas nine pies and four annas.

Mysore Rail-borne Trade Report.

The review of the foreign rail-borne traffic for the year 1918-19, issued by the Department of Industries and Commerce furnishes some interesting reading. The report comprises over 250 pages of statistics and much pains have been taken to publish them in a form intelligible to the lay public. It is prepared generally on the same model as the previous reports. It includes however the statistics of the past six

years and brings into prominent relief the fluctuations of trade during the War, pre-War and post-War periods. A brief account is added of the working of the Mysore Bank, which is the main institutional organization in the State, as apart from indigenous organisations, offering financial facilities for the development of trade.

The more important of the statistics dealt with in the report are brought out in the following tables for the information of our readers :—

AGRICULTURAL STATISTICS.

		1918	1917	1916
Rainfall	(inches) ...	29·24	43·09	45·74
Area of the State	(acres) ..		1,88,61,218	
Net area cropped	,, ...	59,09,413	64,59,142	65,22,670
Area irrigated	,, ..	10,69,035	10,01,150	10,06,550
Area under Rice	,, ...	6,34,456	8,18,347	8,03,822
,, Wheat	,, ...	3,783	4,986	4,691
,, Cholum	,, ...	6,60,533	6,08,001	6,58,302
,, Ragi	,, ...	19,66,411	23,17,396	23,13,644
,, Horse-gram	,, ...	8,83,197	7,34,349	7,36,467
,, Sugar-cane	,, ...	40,594	44,328	36,141
,, Cotton	,, ...	1,25,125	1,55,657	1,34,543
,, Coffee	,, ...	1,10,066	1,08,175	1,04,416
,, Tea	,, ...	2,380	215	200
,, Fodder crops	,, ...	59,604	38,018	43,069
,, Potatoes	,, ...	4,739	4,072	3,742
,, Cocoanut	,, ...	1,09,816	98,197	80,001
,, Arecanut	,, ...	38,319	64,255	45,391
,, Mulberry	,, ...	45,766	21,780	17,425

TRADE STATISTICS.

The value of the foreign trade of the State during the year is calculated at Rs. 2,431 lakhs as against Rs. 2,047 lakhs in 1917-18. The trade in merchandise was worth Rs. 2,101 lakhs and that in treasure 329 lakhs as against Rs. 1,661 lakhs in merchandise and 386 lakhs in treasure during the previous year.

The imports during the year were in weight just 1 per cent in excess of those of the previous year, but their value rose from Rs. 924 lakhs to Rs. 1,192 lakhs, nearly 29 per cent over that of the previous year, the great rise having occurred mainly in the values of coal, food-grains, salt, wood and timber and iron and steel among imports. The exports, however, showed a decline of 5½ per cent in bulk, but their value rose from Rs. 736 lakhs to Rs. 908 lakhs, nearly 24 per cent

over that of the previous year which was itself 34 per cent above the price of the pre-war year :—

	Imports				Exports			
	1918-19		1917-18		1918-19		1917-18	
	Maunds (in lakhs)	Rupees (in akhs)	Maunds (in lakhs)	Rupees (in lakhs)	Maunds (in lakhs)	Rupees (in lakhs)	Maunds (in lakhs)	Rupees (in lakhs)
Yarn and textile fabrics	2·03	352·01	2·20	267·26	·86	129·52	·71	67·84
Food grains	19·48	155·34	16·47	91·72	10·99	55·48	18·91	55·14
Chemicals, etc. ...	·53	82·02	·56	57·82	·10	63·64	·15	42·02
Oils	4·18	57·32	4·84	48·46	6·92	57·79	6·56	48·43
Spices	1·55	37·46	1·44	32·55	1·62	60·64	1·57	55·83
Tobacco	1.68	57·93	1·05	32·20	1·14	64·05	1·10	55·97
Textile materials (raw)	·72	43·45	·69	26·39	1·53	153·53	2·28	133·15
Fruits and vegetables ...	2·02	26·80	1·84	23·75	4·85	40·42	4·40	40·02
Hides and skins (raw) ..	·74	15·64	1·04	21·39	1·08	28·55	·83	18·58
Sugar and jaggory ...	1·45	18·55	1·65	21·06	4·60	39·43	3·04	28·60

Food-grains.

There has been an extraordinary reduction in the grain trade of the State, as revealed by the following statement due to the State control of imports and exports of food-grains.

Year	Import in maunds of consumable food grains	Export in maunds of consumable food grains
1918-19	19,39,889	10,77,684
1917-18	16,34,860	18,06,679
1916-17	13,68,234	22,02,438
1915-16	17,76,120	18,96,306
1914-15	20,80,711	10,33,955
1913-14	15,96,575	16,94,975

Paddy and rice.—Usually, a large quantity of paddy is exported, and a large quantity of rice imported. But last year, the quantity of exports declined from the average of 4·20 lakhs of maunds valued at Rs. 13 lakhs for the last five years and 3·35 lakhs of maunds valued at Rs. 10·12 lakhs exported in 1917-18, to only 85,000 maunds valued at Rs. 3·31 lakhs. But the quantity of rice exported during the year which averaged within the value of Rs. 81,000 in all the previous years, rose suddenly to 1,31,775 maunds valued at Rs. 9·62 lakhs. The quantity of rice imported rose from 7·76 lakhs of maunds worth Rs. 46·27 lakhs to 9·48 lakhs of maunds valued at Rs. 77 lakhs.

Ragi.—The quantity of ragi exported last year declined from 5·38 lakhs of maunds valued at 11·95 lakhs of rupees to 3·20 lakhs of

maunds valued at Rs. 8 lakhs. The exports were mainly to the neighbouring districts of the Madras and Bombay Presidencies. Next to the Madras Presidency, the State has the largest area under this crop, of all the provinces of India.

Department of Public Instruction.

PUBLICATIONS ISSUED.

1. Ganitakalanidhi (13th edition).
2. Bhuvivarane, Part II (9th edition).
3. Method of Instruction in Kannada—By Mr. H. Seetharamaiya.

PART III.—Extracts.

INDUSTRIES AND COMMERCE.

Industries Department, Madras.

ENCOURAGEMENT OF WEAVING INDUSTRY.

In G. O. No. 198, Educational, dated the 4th March 1913, and No. 823, Educational, dated the 14th July 1914, the Government sanctioned the employment of two temporary peripatetic weaving parties to demonstrate to weavers the advantages of improved methods and appliances. These parties, the continuance of which has been sanctioned from year to year have been at work since then, and have visited several districts of the Presidency already. The best method of convincing the weavers of the efficiency of any new method has been found by experience to be the demonstration of the advantages of these methods at their own doors. Proposals have now been submitted for the reorganization of the weaving branch of the Department of Industries to enable it to stabilize and expand the present efforts at such demonstrations.

The Government generally approve of the proposals submitted by the present Director (printed as annexure), but consider that for the present it will be sufficient to employ 12 weaving parties in all in place of the existing two. The question of appointing one party to each district will lie over till experience is gained of the results produced by these 12 parties.

ANNEXURE.

PROPOSALS OF THE DIRECTOR OF INDUSTRIES, MADRAS.

The work of a weaving party necessarily varies according to the circumstances of each place; for example, the fly shuttle slay is not suitable for producing certain kinds of cloth; in those cases, of course the party makes no attempt to introduce the fly shuttle slay, but may benefit the local weaver in other directions. The principal duties of a party may include any or all of the following:—

(1) to persuade the local weaver to adopt the fly shuttle slay when it is suitable and to carry out the necessary alterations in the country loom to enable this to be done;

(2) to persuade the weavers to adopt flanged beams and long warps;

(3) to cheapen the cost of warp preparation by the use of (*a*) hand driven mill warping machines, (*b*) sizing machines and (*c*) dressing machines;

(4) to show weavers how to save time in putting on a new warp on the loom by the use of (*a*) a drawing in machine and (*b*) a twisting machine;

(5) to cheapen the cost of heald and reed making by the use of (*a*) a frame for preparing eye-healds and (*b*) metal reeds in place of bamboo reeds;

(6) to train weavers who only weave plain cloth to produce towels, bed sheets, twill cloths and fancy designs by the use of (*a*) extra foot treadles and (*b*) drawboy harness;

(7) to train the weavers to weave finer cloths and cloths of better quality in the manufacture of which power driven looms cannot compete with handlooms.

An important part of our work for weavers will be the formation of co-operative societies amongst them in order that they may get out of the hands of the sowcars and make arrangements for the wholesale purchase of yarn and for the disposal of their cloths to the best advantage. This work however must now be done by the Assistant Directors and their supervisors in consultation with the officers of the Co-operative Department.

I propose that each party should consist of one head maistri, one maistri and three weavers. The weaver must be fully acquainted with the methods of weaving which it is the object of the party to introduce; for example, in connection with the introduction of fly shuttle weaving, the weaver is left by the head maistri or maistri to train the local weaver after the head maistri or maistri has erected the fly shuttle slay in the local weaver's house; the party weaver will generally require from three days to a week to train a local weaver and he can attend to only one loom at a time. The weavers act also as coolies for carrying slays, etc., except when they move from one village to another when the amount of property to be carried justifies the employment of a cart or coolie. The maistri must not only be acquainted with the improved methods of weaving but also with warp preparations of all kinds and sizing and joinery; for example, he has to alter hand shuttle looms to take the flyshuttle slay. He must also be ready to take the head maistri's place if necessary. The head maistri must have the same qualifications as the maistri but in a superior degree and has similar duties; in addition he will be in charge of the party and will be responsible for the recovery and remittance of the money by the sale to weavers of slays, healds and other accessories which cannot be obtained by the local weavers in the open market except with difficulty if at all.

I consider that one party should be employed in every district except the Nilgiris which for this purpose may be bracketed with Coimbatore. I shall therefore require twenty-four parties.

Each party will remain in one district but will move about the district as directed. The members of the party will practically be always away from their villages in which the families live. The length of time they remain in a particular village will depend upon the amount of work to be done in the village.

LOCAL SELF-GOVERNMENT.

Village administration in Burma.

GOVERNMENT RESOLUTION ON THE REPORTS FOR 1919.

This Resolution is intended to assist officers in the execution of their duties, by indicating the policy of Government on divers points, and in another way it represents the account of its stewardship rendered by Government to the people of the country.

Number and classes of headmen.

The number of headmen in Burma fell during the year 1919 to 15,661 as against 16,254 in the year 1918—a decrease of 593. In the year 1909 the figure was 17,980, so that in ten years there has been a decrease of 2,319. This represents the effect of the policy of amalgamation. In the nineties there was a reaction against the circle—headman system, under which the circle headman got all the remuneration and the subordinate headmen did all the work, and the policy adopted was to split up circles as far as possible into village-tracts containing one village headman each. This policy had the effect of so reducing the emoluments and the territorial jurisdiction of the average headman, as to cause the appointment to lose its attractions in the eyes of men of energy and ability. The present policy of amalgamation is in its turn a reaction against that policy, and is rightly interpreted by the Deputy Commissioner, Toungoo (Mr. Fowler), in the following words:—

"The principle that has been adopted is to amalgamate to admit of efficient personal supervision, while permitting an adequate emolument. Too small a charge affects the status of a headman, while too large a one renders efficiency difficult, if not impossible. The happy mean is to allow of a combination of adequate emolument and efficient administration."

To achieve this result, as several officers point out, a properly considered scheme of amalgamation should be drawn up for each district, and amalgamation, while it must necessarily be carried out gradually as vacancies occur among headmen, should not be left to be determined by the particular vacancy. The proper procedure is well indicated in the following extract from orders on the subject issued to Deputy Commissioners in the Arakan Division by the Commissioner (Mr. Clayton):—

"Existing village-tracts of the townships of the district should be carefully examined with a view to their being formed into the most suitable groups for permanent adoption as village-tracts.

In deciding on these groups, administrative efficiency, internal communications and the remuneration of the headman must all be given full weight. The final grouping having been decided on by the Deputy Commissioner, his proposal should come up to the Commissioner for sanction. The new grouping will then be worked up to, as charges fall vacant. The Deputy Commissioner will not, however, treat the existing charges as a sort of tontine, in which the headman who lives longest will end by scooping the whole group as his village-tract, while those who die before him get nothing."

In areas where the hereditary principle is still strong, the village, the family of whose headman has by its traditions a stronger claim than the families of headmen of other villages in the tract to be formed by amalgamation, should ordinarily supply the headman for the tract. In other cases the matter should be decided by the considerations mentioned by Mr. Clayton, and the wishes of the inhabitants of the amalgamated tract.

The average amount of commission drawn by a village headman in the year 1918-19 was Rs. 161. This figure is taken from the Land Revenue Administration Report for that year. The Lieutenant-Governor is disposed to agree with the Commissioner, Magwe Division (Mr. Keith), that the amount of commission drawn by headmen should be dealt with in the Village Administration rather than in the Land Revenue Administration Report. The point will be separately considered. It is obvious that it is not the commission which makes the appointment popular. And if the headman were the petty village drudge at the beck and call of every subordinate official, as there is a tendency in some quarters to make out, the competition for the appointment among well-to-do and well-educated people would be inexplicable. Yet the Commissioner, Magwe Division, writes:—

"The popularity of the appointment shows no signs of diminishing. The number of applicants for every vacancy, even in the smallest village, is large, and applications by disappointed candidates for the revision of Deputy Commissioners' orders appointing a new headman are frequent. Not a few of the more recently appointed headmen are well educated; two, whom I met in the course of the year at Minbu, have a good knowledge of English, one having passed the VII Standard test, and the other the IX Standard test in the Division as a whole, the headmen are usually conspicuously superior in appearance and manners to the ordinary villager."

Similar testimony comes from other divisions. The Deputy Commissioner, Mandalay (Mr. Grant), describes the headmen of that district as "as well educated as a very useful class of *Myoóks* was twenty to thirty years ago." The only district in which the appointment is not popular and sought after is Myitkyina, and an explanation of that phenomenon is doubtless to be found in the fact, that the headmen there have in the past been too much at the beck and call of the police, a state of things to which an end is now being put.

Representative character of headman.

The proposal to deny these men the right to stand for election to

the Circle Boards, which are shortly to be established, would have the fatal effect of thrusting them down to the position of petty village officials. In the Lieutenant-Governor's opinion the object at which Government should aim is, so to raise their status, that they will think it derogatory to their dignity, to seek anything but the good of the people living in their charges. Their position as headmen should no more fetter their political independence than his position fetters a Justice of the Peace in England. As time goes on they should become more and more the representatives of their tracts, working with their fellow headmen for the common good of their joint circles. It is in this direction, that the group system of headmen is effecting so much good.

Territorial jurisdiction of headmen.

Progress in the demarcation of village-tract boundaries is satisfactory. Inquiries made in the course of last year indicated a certain want of fixity in the areas and boundaries of village-tracts, and it was felt that, inasmuch as the village-tract will be the geographical basis of the rural self-government scheme, it was important that village-tracts should be as far as possible standardised, and that village-tract boundaries should correspond as far as possible with the boundaries of *kwins*, which form the basis of the maps and registers of the Land Records Department. Instructions to this effect were issued in a Resolution which appeared last December. The extent to which this object can be achieved depends on the fixity of village-tracts and on topographical conditions.

Judicial work of headmen.

The judicial work of headmen is generally reported to be good. The number invested with special powers is steadily increasing, the number invested with special criminal powers being 1,874 compared with 935 ten years ago, and the number with civil powers being 2,070 against 1,223 in 1909. On the other hand, no great use is made of these powers in many districts, and they tend to be looked upon rather as a mark of personal distinction than as powers to be effectively utilised. Yet there is a general consensus of opinion that a more extensive use of these powers would be to the advantage both of litigants and of the subordinate Courts which are congested with cases, which might quite well be disposed of by village headmen.

The Deputy Commissioner, Toungoo (Mr. Fowler), writes:—

"The increase in special powers, combined with systematic teaching of headmen of their duties, not only raises the status of the headmen, but improves the administration, and relieves the cultivators of the expense and loss of time entailed by visits to a distant Court. In time, most headmen should be invested with special powers and once they know how to use their powers with care and moderation, the relief to the cultivators will be considerable. But too much stress cannot be laid on the fact that hand in hand with increased powers must proceed the teaching of headmen, who in the majority of cases are

only too anxious to learn. My experience has been that villagers are generally satisfied with headmen's decisions, and in those cases in which they are not, there is no backwardness on their part to appeal to higher authority."

Proposals to establish Village Courts for the disposal of Civil and Criminal cases were warmly supported by most officers, but it was decided that the present was not an opportune time for amending the Village Act so as to give effect to the proposal. It is necessary to wait and see how the village system will adjust itself to the Circle Board and to the Village Committee. There are moreover difficulties in points of detail, such as the difficulty of providing for the incarceration of convicted offenders, and any proposal which would take away the right of appeal in cases, in which it at present exists, requires the most careful scrutiny. For these reasons the Lieutenant-Governor is averse to the introduction of special legislation at the present time. He has, however, no objection at all to benches of headmen being given the powers of Honorary Magistrates under section 15 of the Criminal Procedure Code, in areas where they are fit to exercise those powers, and this will be done as soon as arrangements can be made as regards training, keeping of records, and provision of establishment. That all parts of the Province are not equally ripe for the introduction of this measure may be gauged from the fact that in a certain district of Upper Burma a headman is reported to have fined a villager four annas for playing a tune on a piece of bamboo, instead of on a proper flute, on the ground that the village would be burnt down as the result of using a piece of bamboo as a musical instrument, while in another district, also in Upper Burma, a village had to be fined for suppressing evidence in a case in which two old women were attacked, and one of them murdered, on a suspicion of witchcraft.

Other branches of headmen's work.

The relations between village headmen and the police are generally reported to have been excellent.

No doubt to a large extent the assistance which headmen render to the police is proportionate to the consideration which they receive from, and the tact with which they are treated by, the police themselves. The experiment of arming selected headmen with guns for the protection of their villages continues to justify itself. No abuse of the privilege has been reported.

In Excise matters the assistance rendered is not so uniformly good. It is rather remarkable that it is in Upper Burma where headmen most fail in this respect, and it would seem that the less educated a headman is, the less assistance he renders to the Excise department, because he is unable to understand and sympathise with the objects of the department. Thus the Deputy Commissioner, Meiktila, writes that headmen generally take but little interest in excise policy which they do not comprehend: the question being complicated by the universality of toddy palms, and the ease with which toddy

can be obtained. The same view is held by the Commissioner, Magwe Division, who writes:—

"The Burman of this Division, although in theory a prohibitionist, is, in practice, at one period or another of his life the very reverse. Drink is consumed, where it is obtainable, and the consumption is not confined to *tari*. Spirit and country fermented liquor are greatly in demand. The average Burman would like Government either to prohibit all traffic in liquor, and take no action whatever to enforce the prohibition, or to ignore the existence of liquor altogether. The fact that, in these circumstances, headmen do give any appreciable amount of assistance in the administration of the excise law is a matter for congratulation."

The Deputy Commissioner, Mandalay, writes that the present headmen, have not the influence and power to cope with the increase in the taste for spirits in villages in that district. Nevertheless, they have taken the lead in the formation of temperance societies which have sprung up all over the district. Government will watch the progress of these societies with sympathetic interest. There is much which they can effect by personal influence, and by the creation of a healthy public opinion in restraint of intemperance and gambling.

Sanitation is a matter in which it is harder to arouse a headman's interest, and evoke his assistance, than any other aspect of his duties. The Commissioner, Irrawaddy Division (Mr. Wallace), is probably not overstating the case when he writes:—

"I do not think it can be said that sanitation, in the proper sense of the word, is understood in the ordinary village. A rapid cleaning up takes place whenever an official is expected, and that is almost all. The people must be educated up to the required standard."

The Deputy Commissioner, Sandoway (Maung Tha Ban), thinks that the remedy lies in the compulsory introduction of a sanitary primer into lay schools. No doubt something could be done in this direction, but no real progress can be expected until organised sanitary staffs are employed under District Councils and Circle Boards. The ordinary District Officer, engrossed in multifarious duties, simply has not the time to preach sanitation in season and out of season. So too with the registration of births. The compilation of correct birth statistics is the foundation of any campaign against infantile mortality. The compilation of these statistics at the present time is admittedly defective, and requires much more supervision than an over-worked Civil Surgeon can give it. When competent district sanitary staffs are available, it should be possible to work up to that desideratum on which the Commissioner, Magwe Division, rightly lays stress—a permanent Register of Births and Deaths for rural areas.

It is gratifying to observe that there is a steady improvement in the assistance rendered by headmen in dealing with those appalling epidemics of cattle disease, which take such heavy toll annually of the agricultural stock of the country. The headman has in this matter to contend with the selfishness of the cattle-owner, and the only means of bringing home to the cattle-owner a sense of duty in the matter of reporting infectious disease appears to lie in fining.

In the few districts where there was scarcity last year, the assistance rendered by headmen was invaluable.

Conduct of headmen.

While all officers are unanimous as to the propriety of rewarding headmen, who do good work, there is some difference of opinion as to how to deal with headmen who do bad work. Thus the Commissioner, Magwe Division, complains of the tendency to remove headmen without trying the effect of a fine or some minor penalty, and recommends the infliction of petty fines which would have the effect of exposing the headman to the ridicule of his villagers. The Commissioner, Meiktila Division (Mr. Andrew), on the other hand, is of opinion that a headman should never be fined, and that admonition should be resorted to, and that, if that fails, the headman should be removed. The Lieutenant-Governor is disposed to agree with Mr. Keith that headmen are removed from their appointments too freely, and with Mr. Andrew, that the penalty of a fine is rarely suitable. His Honour would like to see the penalty of suspension far more freely resorted to, as a substitute both for removal and for fine.

General.

The Lieutenant-Governor wishes to endorse that village administration is the first essential which, amid all the multifarious duties which are showered in these days on the Sub-divisional and the Township Officer, must on no account be neglected, since such neglect "leads directly and instantly not only to increased crime, but also to enhanced difficulty in revenue collection and a variety of other evil results." It is probable that the village-system, as was remarked in the recent Resolution on Police Administration, requires to be brought up to date, and will need to be re-fashioned to adjust it to the new conditions to be created by rural self-government. But those changes are not likely to detract in any way from the premier place which village administration holds and will continue to hold in a District Officer's duties.

MEDICAL.

Hospitals and Dispensaries.

Government Resolution on the Triennial Reports for 1917-1919.

[United Provinces.]

During the period under review, the total number of hospitals and dispensaries, including travelling dispensaries permanently attached to districts, rose from 640 to 647. The net gain of 7 is small, but with the cadre in a depleted state the opening of more institutions was not possible.

Attendance of patients.

The total attendance at standing dispensaries during the triennium increased by 795,299 over that of the preceding triennium, and now approaches closely to the figure of 15 millions. The increase would have been even greater but for the expansion in the number of travelling dispensaries, which drew away an increasing proportion of patients from the stationary institutions. While it is true that there has been in the years 1918 and 1919 a very slight decline in the number of in-door patients treated in standing hospitals, the number of such patients treated during the triennium exceeds by 10,993 the number treated during the years 1914—1916. Out-door patients treated at standing institutions increased at a far higher rate, 784,306 more such patients being treated in 1917—1919 than in 1914—1916. The operations performed were also more numerous, exceeding by 11,243 the number performed in 1914—1916, while the number of patients who died under operations declined by 19. If all classes of medical institutions, *viz.*, stationary hospitals, provincial and district board travelling dispensaries, are included, the total number of patients, both in-door and out-door, treated in the years 1917—1919 was more by 1,199,952 than those treated in 1914—1916. These figures afford a striking testimony to the increasing popularity of the Western system of medical treatment.

Among advances made in the period under review may be mentioned the passing of the United Provinces Medical Act, 1917, and the establishment of the United Provinces Medical Council. Both the Council and the State Board of Medical Examinations are useful institutions which have done good work. The institution of a scheme for the examination and registration of nurses and midwives was inaugurated in 1919. The same year saw also the inception of the idea of a Provincial diploma in Public Health which will, it is hoped,

be established at an early date. In the same year also a new scheme for the training of indigenous dais, to be worked at six centres, was established by the Dufferin Fund Council. The Local Government has assisted this scheme by a pecuniary grant, and has also made a further grant for the training of non-indigenous dais. These schemes are at present in their infancy, but the first results are promising. The pay of officers of the Indian Medical Service, sub-assistant surgeons and compounders was revised during the triennium.

Travelling dispensaries.

Travelling dispensaries in working at the close of the triennium numbered 110 as compared with 87 at the close of 1916. Attendance at these dispensaries increased during the triennium by over 400,000 and the number of operations performed by them has been considerable. Of these dispensaries 47 were permanently attached to districts. The example of the District Board of Hardoi in maintaining two such dispensaries with effect from August, 1919, deserves imitation by other District Boards, which maintain one only. It is difficult to over-estimate the good which has been effected by these travelling dispensaries. Although the charge of many of them, owing to the shortage of better qualified officers, had to be entrusted to medical assistants, who had been given a special training for the purpose, these dispensaries have given valuable and efficient service. They have gone everywhere and have fought disease in the homes of the villagers. There can be no doubt of their great value as auxiliaries of the stationary hospitals.

Hospitals and Dispensaries.

GOVERNMENT RESOLUTION ON THE TRIENNIAL REPORT FOR 1917-19.

[ASSAM.]

The number of in-door and out-door patients treated at all medical institutions in Assam during the years 1917-19 was 4,495,003, that is less by some hundred and fifty thousand than in the previous three years. As explained in the report for 1914-16, the number of dispensaries fell during that period from 225 to 215.

It is satisfactory that in spite of the fall in the number of patients, the combined daily average attendance was 6,305 against 6,222 during the preceding triennium.

The Chief Commissioner trusts that in future years every dispensary will be inspected. It is a matter for regret that some omissions are recorded.

The Chief Commissioner agrees with the Inspector-General of Civil Hospitals that Civil Surgeons should pay more attention to medico-legal *post-mortem* examinations. The figures show that both

they and Assistant Surgeons should take a larger share in the examination of cases of injury sent up by the police.

A Committee was appointed to enquire into the working of the Pasteur Institute, Shillong. The Committee whose report is now under consideration have recommended the transfer of the management of the Institute to an Association consisting of both official and non-official representatives of the various interests concerned. It is hoped that the change will be carried out and that, among other benefits, it will stimulate private subscriptions.

POLICE.

Police Administration in Burma.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1919.

Crime.

Improvements in the working of the police, and in the procedure of the courts may lead to some slight decrease in crime, but all reports go to show that the real hope of improvement must rest, in the main, on the development of a sound and strong public opinion and on the inculcation of a healthy social discipline in the school and in the home. These are factors over which Government has little control. The future increase or decrease in crime will depend on the awakening of the people themselves to the importance of these factors, and that awakening is largely in the hands of the educated classes.

It was suggested in last year's Resolution, that the predisposition to crime might be found to have its origin in economic circumstances, and it was to the elucidation of this question that the special inquiry referred to above was directed. The general trend of the opinions elicited is to the effect that, although the majority of criminals come from the landless classes, no direct connection can be proved between crime and the defects in the existing system of tenures, and that the agricultural labourer cannot be said to be driven to crime by lack of employment or poverty. On the other hand, it cannot be controverted that security of tenure among the classes actually engaged in agriculture is a strong inducement to cultivators to range themselves as owners of property on the side of law and order, while insecurity of tenure has the contrary effect, and more than one experienced officer is of opinion that the trouble is due to the lack of social organisation in rural areas, the unsuitability of the existing village system to supply this lack, and its aggravation by what is called the commercialisation of agriculture. Although it will sound startling to conservative officers to say so, it may nevertheless be true that the village system, in its present shape, does not meet present-day requirements, and need to be remoulded on more modern lines. The system, which has proved vastly useful for administrative purposes, cannot be discarded, by a stroke of the pen; it can only be remodelled by degrees. The lines on which it should be remodelled is a problem to engage the attention both of officials and of non-officials.

Other general causes of crime, such as love of excitement, and lack of self-control have been discussed almost *ad nauseam*. There can be no doubt as to the importance of these factors, and the progress

of material civilization, as for example the spread of cinematograph entertainments, certainly does nothing to diminish them. As regards more specific causes, the Lieutenant-Governor is inclined to think that officers are a little inclined to over-emphasize the importance of drink and gambling as direct causes of crime. In estimating the criminality of the country, it is the premeditated, rather than the unpremeditated crime which counts, and in this form of crime drink, as Mr. Swithinbank points out, plays an unimportant part. Similarly evidence is lacking to show that men take to dacoity in order to make good their losses at cards or to obtain the wherewithal to gamble. At the same time drunkenness, gambling and opium all play an important part in demoralizing any community in which they are prevalent, and the reputed apathy both of the police and of village headmen towards gambling is one of the least satisfactory features of the Report.

The following table exhibits the number of cases, in which a conviction was obtained, under the different classes of cognizable crime in 1919, compared with preceding years:—

—	1916	1917	1918	1919
Class I—Offences against the State, public tranquillity, safety and justice.	295	295	286	307
Class II—Serious offences against the person ...	3,139	3,056	2,733	3,058
Class III—Serious offences against the person and property or against property only.	2,419	2,488	2,448	2,878
Class IV—Minor offences against the person ...	91	97	63	78
Class V—Minor offences against property ...	9,006	8,531	8,100	10,017
Class VI—Other offences	11,774	10,571	11,648	12,120
Total ...	26,724	25,038	25,279	28,458

The chief increase is under the head ordinary theft, and there has also been a marked increase in violent crime, the chief forms of which, with the exception of cattle theft, reached a higher figure in 1919 than had been reached in any of the preceding 20 years. A comparison of crime statistics with rice prices, as indicating economic conditions, during the last few years does not establish any marked connection between the two, although it may be significant that the price of rice in 1919 was only exceeded in 1912, and that the year 1912 showed a higher figure for violent crime than any year except 1919.

The Lieutenant-Governor is disposed to agree with Mr. Clayton that the prevalence of crime cannot be ascribed to the failure of the police, at any rate as far as detective work goes, for the perpetrator of a crime is often discovered though his guilt cannot be proved judicially. What is however still lacking, to a marked degree in some districts, is preventive work as represented by the adequate surveillance over the movements of criminals when they are not ostensibly engaged in crime. The lax surveillance in Pegu which Major Wellborne is now doing his best to put right, is deplorable, and no doubt helps to explain why the Pegu District occupies so prominent a place in the list of districts in which crime is on the increase. This is a matter to which Deputy Commissioners could usefully devote attention

when inspecting police-stations. The Lieutenant-Governor agrees with Mr. Shuttleworth as to the importance of securing that the absence of a surveillance criminal from his district should be immediately reported. In last year's Resolution it was suggested that this could only be secured by giving the village headman a paid assistant. Proposals to this end have been thoroughly discussed during the year, but remain in abeyance, owing to the great cost of a workable scheme, and until it is seen what effect the introduction of rural self-Government will have on district finances.

Recruitment of the Police force.

There is still difficulty in bringing the Civil Police up to full strength. The remarks in the report as to the stamp of recruit now being enlisted, the necessity for mitigating punishments, so as not unduly to deplete the ranks, and the exceedingly large number of officers and men who had to be dismissed or removed as a result of conviction by a Magistrate or for misconduct, do not make cheerful reading. From cases which have come to the Lieutenant-Governor's notice during the year, His Honour is bound to say that the standard of conduct prevailing among the police in some districts is none too high, and he hopes that recruiting difficulties will not lead Superintendents to condone acts of corruption and oppression which bring discredit on the whole Force. The slight decrease in the number of men who left the force from 2,817 in 1918 to 2,685 in 1919, and the increase in enlistments from 1,884 to 2,096, give some hope that with an improvement in the pay of the police, it should be possible to work up to a higher standard of conduct than now prevails. In this connection the establishment of a strong *esprit de corps* is essential, and the formation of Police Co-operative Stores and Police Coffee Shops are a useful means to this end.

Police Administration in the Central Provinces.

REVIEW ON THE REPORT FOR 1919.

The outstanding feature of the year has been the large increase in the volume of reported crime, the number of cases registered reaching the record figure of 66,545. The rise is common to all districts save Wardha, Akola and Yeotmal. Following as it did an increase of 21 per cent in 1918, the rise of 30 per cent, during the year under report, is undoubtedly very heavy. For the larger part of the increase the conditions of the year, are clearly responsible. Famine or scarcity conditions prevailed in fifteen districts of the province, and were accompanied by an unprecedented rise of prices and a serious shortage of food-stocks, while another important factor was the demoralization caused by the severe influenza epidemic of the autumn of 1918. The increase in crime is almost wholly confined to offences

against property, and among these thefts of grain, as might be expected in a year of scarcity bulk largely. With the prevailing high prices, field crops offered great temptation; by pilfering a few handfuls of cotton, for instance, a man could secure the equivalent of a day's wage, and there was in consequence a large increase in the registration of this class of crime.

The Chief Commissioner is pleased to note the continued improvement in the reporting of crime. The variations in this respect between district and district depend to some extent on the action of the individual District Superintendent of Police. That the ideal of complete reporting which is one of the aims of police administration, will be attained at any early date cannot be hoped, but the standard of reporting should be raised by the experiment now being tried in certain districts, whereby the kotwar is permitted to bring in reports of unimportant crime at the time of his periodical visits to the police station instead of reporting each petty crime immediately on its occurence. In this connection the Chief Commissioner desires to emphasize the fact that in order to enlist the help of the public in this matter, it must be made clear that complainants should not be required to accompany the kotwar to the station-house.

The decrease in the percentage of investigated to reported cases of house-breaking and theft was the natural result of the large increase in petty crime. That the police did not obtain better results from their investigations may be attributed to investigating officers being overwhelmed by the volume of the work.

The conditions of the year were not favourable to the return of normal figures for dacoities, and the number shows a marked rise.

There has been a satisfactory decrease in the number of murders which had reached a very high figure in 1918.

The increase in the number of prosecutions instituted under the preventive sections of the Criminal Procedure Code from 627 in 1918 to 708 in 1919 is a natural concomitant of the general increase in crime. The excellent effect of the action taken under these sections is emphasized in several district reports, and Sir Frank Sly desires to reiterate the remarks of his predecessor on the importance of co-operation between the local magistracy and the police in the prevention of crime within their charges.

The Chief Commissioner is pleased to note the commendation given in many of the district reports to the work of the village servants during the year. Special praise is bestowed on the patels and mahars of Berar, whose assistance, especially in villages near the main roads, was invaluable.

REGISTRATION.

The Madras Registration Department.

GOVERNMENT REVIEW ON THE REPORT FOR 1917-19.

The number of registrations for the triennium increased from 3,984,996 to 4,394,570 and the aggregate value of registered documents rose from 127·36 crores to 157·11 crores, which is mainly ascribed to the general rise in the value of immovable property.

There was a marked increase in the number of applications for encumbrance certificates consequent on the lowering by the High Court from Rs. 500 to Rs. 100 of the limit of the value of property in respect of which the production of an encumbrance certificate is compulsory in court sales. The Government observe with satisfaction that, in spite of the fact that additional work has been thrown on the department in various directions, documents were transcribed and returned to the parties with commendable promptitude. The convenience of the public was further promoted by the institution of the system of making refunds by means of postal money order, instead of insisting on the attendance of the party concerned at the registration office for the purpose.

During the period under review, the cadre of District Registrars was reorganized and a time-scale of pay (Rs. 250—25—500) with two selection posts on Rs. 600 and Rs. 700 was introduced. The question of improving the cadre of Sub-Registrars is under consideration. The triennium witnessed also the abolition of the Civil Judicial Test and the Account Test as qualifications for promotion to the first two grades of Sub-Registrars and the class of District Registrar and the simplification of the tests required to be passed by probationary Sub-Registrars prior to their confirmation.

The financial results of the working of the department are satisfactory, the receipts of the department being Rs. 82·99 lakhs against Rs. 70·18 lakhs, and the expenditure Rs. 47·74 lakhs against Rs. 41·24 in the previous period.

Registration Department.

Review on the Report for 1917-19.

[Central Provinces.]

The annual average number of registrations in the combined province rose by 16 per cent, the increase being shared by almost all districts and being most marked in industrial towns. As in the previous triennium, the increase was chiefly accounted for by wills and by documents relating to immovable property, the registration of which is compulsory.

The rise in the average annual value of immovable property affected by registration, namely, 18 per cent, was little higher than the percentage rise in the number of registrations, and does not in itself indicate any enhancement of the value of agricultural land proportionate to the general increase in the prices of all commodities. As, however, the statistics available make no distinction between sales of houses and of agricultural land, it is not possible to make any definite deduction from the figures. The report draws attention to the tendency of the well-to-do classes to migrate to towns, and to the keen competition for house sites which this tendency has created. A gratifying feature of the report is that, while the area of villages and the shares transferred increased by 5 per cent, the increase in the area transferred to agriculturists was proportionately greater than that transferred to non-agriculturists, while the area mortgaged shows a reduction of no less than 20 per cent. As the Commissioner of Settlements points out in forwarding the report, a mortgage marks the first step towards indebtedness; while the abrupt rise which occurred in the last year of the triennium in the number of villages and shares sold to agriculturists may be taken as an indication of rising agricultural prosperity.

The income of the department has steadily increased during the period under review, the total receipts rising from Rs. 4 lakhs in 1917 to Rs. 6 lakhs in 1919. The rise is due partly to the increase in the number of registrations, and partly to the revision of the rates of registration fees at the beginning of the period. During the same period the expenditure of the department has risen from Rs. 1½ to Rs. 1¾ lakhs. Although the Registration Department is not a commercial department, it is satisfactory to note that the growth of receipts is more rapid than that of expenditure, and that the latter absorbs at present less than one-third of the total income.

For the province as a whole, the inspection work was generally satisfactory, but there was a distinct falling off in the interest shown by District Registrars in this branch of their duties. In all except the heaviest districts, the Registrar should endeavour to inspect every sub-office in his charge at least once a year. The work of sub-divisional officers has increased considerably of late years, and it is natural that they should find it difficult to devote much attention to the work of a department with which they are not brought into direct contact; but Deputy Commissioners should impress upon them that efficient registration is a factor of growing importance in the prosperity of their charges, and is therefore no more to be neglected than other duties.

SANITATION.

Plague in India.

GOVERNMENT OF INDIA RESOLUTION ON THE MEASURES FOR ITS EXTIRPATION.

The investigation of plague.

The epidemic of plague which commenced in India in 1896 has formed the subject of investigation by expert authorities and of pronouncements from time to time by the Government of India. The Plague Commission of 1898—1901, presided over by the late Professor (afterwards Sir) T. R. Fraser, M.D., LL.D., F.R.S., was hampered in its investigations by the fact that the etiology of the disease had not yet been fully explored. But it made valuable administrative suggestions, including the reorganisation of the Sanitary Department. In 1905, the Secretary of State for India, in collaboration with the Royal Society and the Lister Institute, created an Advisory Committee, whose investigations, published in the Journal of Hygiene, established the cause of plague and of its dissemination and thus indicated the measures which give the surest hope of its ultimate extermination. The causes and the measures for combating the disease were described in paragraphs 20 to 24 of the Government of India's Resolution on Indian Sanitary Policy, No. 888—908, dated the 23rd May 1914. In 1918 there were published a memorandum on preventive measures and in 1919 a general review of the progress of the epidemic by the Sanitary Commissioner with the Government of India. These are some among many reports which have been made on the subject in India and elsewhere.

The need for a more active policy.

2. The etiology and epidemiology of the disease may now be regarded as fully investigated. The application of the appropriate measures could, in the circumstances of the country, only be very partial and some of those measures are by their nature opposed to the domestic habits of the people. The Government of India however are not fully satisfied that due advantage (even having regard to the difficulties of the problem) has been taken of the knowledge which is now at the disposal of the authorities and of the public at large. They believe that the extermination of bubonic plague is a matter merely of determined and organised efforts and that it is the clear duty of local Governments to put in train without further delay the action which, so far as human knowledge can foresee, is bound to banish this disease from the country.

Present conditions favourable for such a policy.

3. The present juncture is favourable for the initiation of a more extensive campaign against the disease. Owing to the character of the seasons, to the gradual conferment of partial immunity from the disease upon the rat-population of certain centres, and possibly to a change in the virulence of the causation organism, there has recently been evidence indicating a decline in the epidemicity of plague. In 1918-19 the mortality sank to less than one-sixth of the mean mortality from this disease during the past twenty years. In the year now current, though there are indications that the disease is again increasing, the mortality up to and including January was far below the average. Plague constitutes a notable example of seasonal disease, its intensity being at the lowest ebb in July, gradually increasing till it reaches its zenith in March and rapidly declining during the next four months. It is axiomatic that in every epidemic disease with marked seasonal prevalence the first and most obvious line of attack lies in reducing the number of foci of infection during the period of minimum intensity—*i.e.*, during the non-epidemic season. The opportunity thus annually offered for the extermination of bubonic plague is rendered all the more favourable now by the fact that the disease appears to be passing through a period of low epidemicity.

The cause of plague.

4. The Advisory Committee created in 1905 and its workers established beyond doubt the radical causes of bubonic plague. These are now well known and it is unnecessary to allude to them here except only in so far as they bear on the practical problem of extermination. The disease is essentially a rat disease. The rat responsible for its maintenance is the black domestic rat, or *mus rattus*. This is the only species of rat which lives in intimate association with man. The black rat does not migrate to any distance. When the infection is present and the rat-population is sufficiently numerous to maintain an epidemic, an epizootic (or precedent outbreak of disease among animals) takes place. If the rat-population is sparse, this epidemic either cannot arise or is of short duration. But attempts to reduce the rat-population are useless unless carried out continuously and on a large scale, since prolific breeding quickly compensates the results of any save organised destruction. The epizootic among rats is followed after an interval of not more than seventeen days by the outbreak of human plague. The infection is transmitted from rat to rat and from rat to man by the rat-flea. The plague-infected flea may live, apart from the rat-host, and remain infective for a period of twenty-three days, or, in low temperatures, even longer. In a hot dry climate, at a temperature above 80° Fahrenheit, the infected flea speedily dies—the probable cause of the cessation of plague at the onset of the hot season. But in certain districts of India the climatic conditions are such, that, given a sufficiency of black rats to maintain the infection, the disease may persist throughout those months which in other parts of the country are non-epidemic. Moreover, in any part of India, plague may persist among rats through the non-epidemic season without revealing its presence by unusual sickness or mortality among them.

The measures for dealing with plague.

5. The measures taken in India to cope with plague and its outbreaks fall under the following heads :--

(*i*) Hospitals for the treatment of the sick.
(*ii*) The evacuation of infected areas.
(*iii*) Anti-plague vaccination.
(*iv*) Rat-destruction.
(*v*) The erection of rat-proof grain stores.

These measures fall into two groups, according as they are intended to deal with existing outbreaks among men, or to go to the root causes and, by attacking the foci of disease, to stamp out the disease itself.

(i) Measures for dealing with human plague.

6. The erection of infectious diseases hospitals outside the large cities has been limited in the past by various circumstances—inadequate funds, the scattered nature of the population and the strong dislike of entering a hospital which is evinced by large numbers of the people. The evacuation of infected areas has in the past been the most popular of plague measures. To village-folk, accustomed to an out-door life and with their fields around them, it offers little hardship and is often resorted to spontaneously and with good results. In cities it is more difficult; when enforced, it has sometimes met with serious opposition and requires careful organisation and control. Voluntary evacuation of cities, when uncontrolled, has too often taken the form of a stampede which carries the disease to other and uninfected areas. Anti-plague vaccination is gaining in popularity; but the number of persons annually inoculated is small in comparison with those exposed to infection, and the immunity conferred probably does not continue from one plague season to another.

Need for extension and organisation of such measures.

7. These measures, then, useful as they are, have not been carried out under perfect conditions, nor with that degree of organisation and that wide extension of application which would safeguard the people at large from the effects of an already existing epidemic. Nevertheless, they have proved of benefit and, if more fully organised, are capable of still more satisfactory results. Until effective steps have been taken to eradicate the disease at its bases, it is necessary to persevere in them. The institution of infectious diseases hospitals, organised preparation of camps for evacuation of infected quarters, the multiplication of rural dispensaries and a great increase in rural areas of the number of medical practitioners capable of performing inoculation—these are the measures which it is incumbent on provincial and local authorities to continue so long as India is exposed to the epidemic and until the disease can be finally extirpated. Above all, propaganda-work is essential, in order that knowledge may be disseminated regarding the nature of the disease and the value of proper treatment of evacuation of infected places and of inoculation.

(ii) Measures for dealing with the black rat.

8. But these measures, beneficial as they are and more beneficial as they may become if more fully organised and extended, form only palliatives and, even

if carried to their highest perfection, are incapable of striking at the roots of the trouble. They constitute a useful line of defence against an attack already in progress. But reliance upon merely defensive tactics is futile in the contest against a disease whose causes and the sources of whose supply will remain unimpaired by the prosecution of these measures. The treatment hitherto adopted is the minimising of human plague. The true enemies are the rat and the rat-flea. The black rat is the primal cause and the host which carries the seeds of infection. It is only through offensive measures against the rat that a successful issue can be expected.

Value of improved housing and sanitation.

9. Such an attack does not necessarily or even most desirably proceed solely by way of rat-destruction. The separation of man from the rat is equally effective and in some centres may prove more suitable. This is evidenced by the history of plague in Europe. As late as the seventeenth century the houses of European cities were habitually overcrowded, small and dark. The towns were largely inhabited by a farmer population. Cattle were kept in the town-dwellings, grain was stored in the houses. The black rat, who is a dainty feeder, consequently found ample food in and about human dwellings and took up his abode in close domestic association with man. The result was the creation of foci of infection and violent epidemics of plague. Improvements in housing conditions, measures of sanitation and the storage of grain in appointed places rendered the haunts of men a less comfortable home for the black rat. The close domestic association of this animal with man was thus broken and, as an inevitable result, bubonic plague disappeared from Europe. Up to the middle of the eighteenth century the predominating rat species in Europe was the black rat (*mus rattus*) ; now the commonest is the brown rat (*mus norvegicus*), which is never found in such close association with man. With the departure of the black rat from the houses of men and the consequent diminution of the species, the epidemic naturally died.

Thus, good housing and sanitation are the surest means of extirpating plague. In recent years town improvement schemes have been initiated in India and experts have drawn up plans and specifications for houses which can be erected at reasonable cost and will afford no comfortable habitation for the rat. Such measures however involve long periods of time for their completion and are dependent upon the provision of funds and the extent to which the population at large are prepared to accept them.

Other measures.

10. Pending such general improvement, the next best solution of the problem consists in the protection of grain from the rat by means of better storage. This is a measure of the highest importance and, the Government of India believe, is not impracticable. Paragraph 15 of this Resolution deals with it in greater detail. But the provision of improved grain stores also will be a lengthy process ; and meantime the destruction of the rat presents a means of protection deserving of consideration. It is to these two matters that the Government of India now desire to draw special attention.

(a) Rat-destruction.

11. Experiments have already been made with rat-destruction in the Punjab and at Satara. An investigation into the results is proceeding in Bombay. The Indian Research Fund Association has turned its attention to the problem and Major F. G. Kunhardt and Dr. G. D. Chitre were employed to make a series of experiments. The practical lessons gathered from their labours have been published* in a useful form.

The difficulties attending rat-destruction are as follows:—

(*i*) In order to be effective, the operations must be organised and on a large scale. Ill-organised or inadequate attempts are worse than useless.

(*ii*) The best means of destruction have yet to be devised.

(*iii*) Unless the process is continued from year to year, it is useless.

(*iv*) Among some communities the destruction of the rat is regarded with aversion.

These difficulties are serious and the cost entailed in organised measures is considerable. But rat-destruction, as shown in the succeeding paragraph, cannot be overlooked, since it forms a valuable factor in the campaign against disease and in the efforts after national well-being. So fully is this realised in the United Kingdom that recent legislation has made it incumbent upon owners and occupiers of land in the British Isles at risk of substantial penalities to take all necessary and reasonably practicable steps for the destruction of rats and mice and against infestation of the land by these animals. Full-time experienced executive officers have been appointed to this end by many local bodies and by some industrial concerns.

Economic and sanitary value of rat-destruction.

12. On economic considerations alone, the universal adoption of measures for rat-destruction is highly desirable. It is hazardous to make any computation of the damage caused by rats in India. But it is probable that in British India alone the number of black rats (exclusive of other species) is about 375 millions, the quantity of grain devoured by which in the course of a year would amount to about one million tons. On this computation, and placing the cost of a ton of grain on the average at Rs. 160, the annual loss caused by the black rat in British India would be sixteen crores of rupees, or, at a two shilling rate of exchange, sixteen millions sterling. That this is a conservative figure is shown by the estimate, based on far more reliable data, for England, where a rat-population of only forty millions is computed to cause material damage of fifteen millions sterling annually. The Indian calculation deals only with the loss represented by the food of the black rat, not with loss from the wastage and other forms of destruction (to houses, etc.) for which he is responsible, nor with the additional damage perpetrated by the field rat. But the economic aspect of rat-destruction is entirely overshadowed in India by the health aspect. The diseases, especially plague, which the rat brings

*A note on "Rat-reduction by Trapping and Baiting as Anti-plague Measures" by Dr. G. D. Chitre: issued by the Sanitary Commissioner with the Government of India and obtainable from his office free of charge.

in his train, occasion a loss of efficiency and a wastage of adult life which not only seriously hampers development but causes an immeasurable amount of pain and preventible affliction. During the last twenty years plague has been responsible for an average of half a million deaths in each year. The black rat is the originator and source of this disease. Even in countries which are not liable to plague epidemics he has been recognised as the most expensive of domestic animals. Where plague exists, such an expression falls altogether short of an adequate description of the loss which he inflicts. His extermination will assuredly be followed by a complete cessation of bubonic plague; a substantial diminution in his numbers by a lessening in the extent and virulence of epidemics.

Principles which should govern rat-destruction.

13. The Government of India therefore maintain that, save in localities where it is strongly opposed by popular sentiment, rat-destruction forms, under present conditions, a necessary factor towards the elimination of plague. It is not necessary to institute (at least for health purposes) a universal campaign against the black rat. Apart from those portions of India where the rat or flea-population is insufficiently large to create and maintain an epizootic, there are large areas where the extermination of the rat, though advantageous from the economic point of view, would be needless and ineffective for the stamping out of plague. Rat-destruction can be usefully carried out on the following principles:—

(*i*) Continuous measures are necessary in grain centres to which grain is imported from a distance.

(*ii*) In years when there is a likelihood of the importation of infection, measures are necessary in subsidiary grain centres and market-towns.

(*iii*) In villages and towns (especially those which are market-centres) where infection persists during the non-epidemic season, measures are necessary during that season and also, during the subsequent plague season.

In all these cases the measures taken must be well organised in order to be effective. Special and experienced staff is necessary. In the larger grain-centres, where continuous destruction is desirable, the number of rats annually destroyed should be sufficient to keep down the rat-population below the danger level, *i.e.*, below the point at which an epizootic is probable. Experience appears to show that, if the number of rats annually destroyed equals or exceeds the human population of the locality, the likelihood of plague becoming established is greatly diminished.

(*b*) Isolation of the rat.

14. The second method which it is desirable under present conditions to prosecute is the isolation of the black rat from man, *i.e.*, his elimination from human dwelling places. In his admirable report* on plague, Major Norman White, lately Sanitary Commissioner with the Government of

* "Twenty years of Plague in India, with special reference to the outbreak of 1917-18," by Major F. Norman White, C.I.E., M.D., I.M.S., published by Superintendent, Government Printing, India, Calcutta, 1919. Distributed free by the Sanitary Commissioner with the Government of India.

India, specified two main lines of action—the improvement of markets and of the grain stores of towns and the control of movements of grain and like merchandise from and through plague-infected centres.

Improvement of grain storage.

15. The improvement of grain-stores is manifestly free from some of the difficulties which rat-destruction involves. Religious scruples are not touched; though some opposition is inevitable to any action which disturbs domestic habits, the better storage of grain is so obviously indicated both from the sanitary and from the economic point of view that hostility would soon be converted into appreciation. If the natural food of the rat is not to be found in the homes of men, he will desert those homes. Similarly, if grain-stores are maintained in a city, but are so organised as to be unapproachable by, or useless to, the rat, his numbers will diminish and the probability of an epizootic will be decreased. The methods which can be adopted are therefore twofold.

(*i*) Markets and grain-stores can be removed from inhabited areas. The result will be that the rat can no longer live in contiguity with man; and if the stores are so constructed as to be rat-free, the number of rats will be so much diminished as to make an epizootic among them unlikely.

(*ii*) Rat-proof or rat-free stores may be constructed in a city. The rat-proof godown is one which the rat is unable to enter. It presents difficulties in construction and involves considerable expense. The rat-free godown is one which the rat can enter but where he cannot remain. It is easily built. Major Norman White has made a design which can be carried out at reasonable cost.† Apart from some details of construction, the essentials are the exclusion of those things which (as well as grain) are requisite to the well-being and life of the rat—water and green food; and also the exclusion from its proximity of any rooms occupied by man. In addition to Major Norman White's plan, a standard plan has been published by the Madras Sanitary Board. Godowns on the former design are being constructed at Lucknow and at Nasik. Railway Companies have been requested to take steps against rat-infestation of goods-sheds and the access of rats to wagons.

The task of improving grain-storage at the large distributing centres alone is one of magnitude and of time. But no measure is of greater importance for the extirpation of bubonic plague and other diseases, quite apart from economic reasons.

Control of grain movements.

16. The control of grain-movements would, if feasible, be of great value. For the black rat does not migrate from place to place, and plague can be disseminated over the country only by the conveyance of an infected rat or

† A rat-free godown of 10′ × 10′ is estimated to cost Rs. 640.

flea in merchandise or clothing. The rat-population is densest at grain centres; and it is just to such centres that the infection is most likely to be carried. But economic considerations weigh heavily against the adoption of such control. A possible alternative is the erection at the larger distributing centres of plants for the disinfection of grain by hydrocyanic acid.

Summary of measures.

17. The causes of plague and the methods which may be adopted for its elimination have now been surveyed. Investigations have shown that an epidemic of human plague is invariably preceded by an epizootic among black rats. The black rat is not migratory; save when living in proximity to man he is therefore harmless as an infective agent. A reduced rat-population, even if it remains in proximity to man, is incapable of maintaining a serious epizootic. While therefore the palliatives hitherto adopted—hospital treatment, evacuation of stricken areas and anti-plague vaccination—must be sedulously maintained and the facilities for extending them increased, it has to be recognised that these are mere palliatives, that the initial responsibility for the outbreak and spread of bubonic plague rests on the black rat, and that the destruction or segregation of this animal is the obvious and only method which will exterminate bubonic plague. Since any measures which involve construction of buildings and considerable initial outlay must necessarily take time, it is necessary in the meantime to depend on rat-destruction carried out continuously in large grain-distributing centres and as required in villages and towns. But the erection of rat-proof or rat-free grain-stores resulting in the diminution of the rat-population is a method just as effective and free from the objections which might possibly be held to attach to rat-destruction. The Government of India trust that local Governments while neglecting no other method which may in the meantime assist in decreasing or eliminating this disease, will turn their special attention to the prosecution of this reform—a reform which, if carried out, would exercise a profoundly beneficial effect upon the health and economic well-being of the people at large. Detailed instructions, as contained in Major Norman White's memorandum on plague preventive measures, have already been circulated to local Governments with the Government of India's letter (Education, Sanitary) No. 119, dated the 18th April 1918. Finally, the ultimate goal of better housing and improved sanitary conditions will, the Government of India are assured, be kept steadily in mind.

Conclusion.

18. The Government of India believe that the present is a favourable time for taking more active steps than hitherto for the extirpation of a scourge which has infested India for nearly a quarter of a century and has cost her millions of valuable lives. They look to their medical experts, who have already added so greatly to the sum of knowledge and to the diminution of human suffering, and to the Indian Research Fund Association, under whose auspices valuable investigations have already been made, to carry out such further detailed researches as the local authorities in administrative control may find necessary for

the practical application of the scientific knowledge already obtained. But it is for the local Governments to initiate a progressive policy and attack the disease at its sources rather than wait for renewals of its onset. Public health will in future be a transferred subject and the Government of India consider that no more beneficial channels of activity can be found by future ministers of health than the extirpation of the epidemic diseases which at present threaten the Indian population.

Sanitary Administration.

RESOLUTION ON THE REPORT FOR 1919.

[United Provinces.]

Vital Statistics.

The Provincial birth-rate fell to 32·39 from the figure of 39·89 per thousand recorded in 1918. The 1918 figure was itself a decline from the 1917 figure, and the average for the preceding five years was 43·49 per thousand. The birth-rate of 1919 is the lowest but one which has been recorded in the last 39 years. A low birth-rate was, however, to be expected in a year which followed a period of conspicuous ill-health and disease. Unsatisfactory economic conditions and the absence from home of many men on military duty no doubt also contributed to the result. The fall in the birth-rate was much less marked in the case of the municipalities, where it was confined to a decrease of only 1·05 over last year's figure. This province was not peculiar in the fall of its birth-rate. With the single exception of the Punjab, all the other provinces of India recorded in 1919 a fall in birth-rate, and this province which last year stood third in the comparative list has only lost one place in the scale.

The death-rate of the year fell from 82·37 per thousand to 49·69. This enormous decline is of course largely attributable to the passing of the influenza scourge of 1918. The average rate of the preceding five years, in which, of course, is included the unhealthy year 1918, is 42·66, and it will therefore be seen that the death-rate has returned to about the normal. The death-rate, in the municipalities was slightly higher than the general provincial rate, *viz.* 42·99 against 41·69. This province still occupies the same place as last year in the list of provincial death-rates, *viz.*, 8th, the total deaths exceeding the total births by 435,165.

The figures of infantile mortality are lower than those of 1918, the ratio per thousand being 253·3 as compared with 303·5 in 1918. The ratio, however, is still very high, and as pointed out by the Sanitary Commissioner has only been exceeded four times in the last 19 years. The lives of 384,088 infants under the age of one year were lost. Poverty and ignorance are in part responsible for the great loss of life, while the introduction of remedial measures is hampered by the prevailing social and economic conditions. The problem

is not one which admits of an easy solution. The Sanitary Commissioner gives a list of the measures adopted during the year. The schemes mentioned last year for increasing and purifying the milk supply and for the training of dais have been continued. The success of the two out of the three co-operative dairies is satisfactory. In spite of opposition in places the scheme for the training of dais has made a good start, especially at Bareilly, and it is hoped that the experiment, which Government will watch with special interest, will in time disarm the suspicion of the untrained dais. Infantile mortality in the municipalities remains high, although last year's rate of 367·52 has declined to 292·47.

The returns of deaths, the causes of which have been verified by the medical staff and professional agency, afford a good standard by which to gauge the accuracy of registration by the ordinary agency. There is unfortunately only too much reason to doubt the reliability of the latter. The submission of numerical returns of deaths by independent medical practitioners has recently been encouraged by the grant of higher remuneration for the work, and registered practitioners are being invited to co-operate. Valuable results from the point of view of sanitary administration may be expected from a wide co-operation. The submission of statistical returns by district mortuary registrars was not promptly performed and the unpunctuality requires correction.

A perusal of the chapter relating to the history of the chief diseases shows that the ratio of mortality from cholera was 1·74 as against 2·56 last year. The figure, however, is still above the average (1·27) of the preceding five years. It is possible that the enforced use during the war of bleaching powder in place of permanganate of potassium is responsible for larger number of deaths that cholera has caused in the last two years, and it is a matter for satisfaction that a return to the use of permanganate is now rendered possible by the fall in its price. It is noted that the working of the cholera scheme during the last six years has been instrumental in the saving of approximately 47,000 lives. An even greater measure of success would have been achieved if the standard of public knowledge in relation to this disease had been higher. Although the process is long and tedious, the raising of this standard is gradually being affected by the spread of education and by publicity campaigns. Small-pox was responsible for 10,993 deaths as compared with 2,908 in the previous year in consequence of a somewhat virulent epidemic of the disease. The epidemic was, however, confined to the earlier part of the year and was extinguished towards its close. The ratio of plague deaths showed a remarkable decline from 3·73 per thousand to ·37. The rate recorded is the lowest on record. Satisfaction at this result is justifiable, despite the reflection that adverse economic conditions which diminished the rat-population, played a considerable part in the mitigation of the disease. It is permissible to think, however, that this excellent result is partly to be attributed to the work of the travelling dispensaries, by the agency of which 17,760 plague inoculations out of a total of 26,461 were performed. The

incidence of deaths from "fevers" was reduced by more than half, the ratio per thousand falling from 68·72 to 33·66. This ratio, however, is still higher than the quinquennial average of 31·99, and the figure of 1919, has only been exceeded twice in the last 39 years. For the high incidence influenza was largely responsible. Although the disease assumed epidemic form in the Almora district only and its ravages were far less extensive than in 1918, it caused many deaths. According to careful calculations of the mortality caused by it the provincial mortality rate was 9·09 per thousand. The disease has happily abated, and it is satisfactory to note that evidence is accumulating that a previous attack of this disease confers immunity against subsequent attacks. It is satisfactory to note that fairs passed off without any serious occurrence of epidemic disease.

Satisfactory progress was made with civil sanitary works in various places. In 1918-19 municipalities spent Rs. 34,09,469 or 28 per cent., of their total income on water-supply, drainage and conservancy. Only three towns, however, *viz.*, Benares, Cawnpore and Naini Tal, dispose of night-soil by the water carriage system and Government agrees with the Sanitary Commissioner in commending this system to the attention of other municipalities.

The Board of Public Health gave their administrative approval during 1919 to sanitary projects estimated to cost Rs. 70,90,062 and sanctioned allotments amounting to Rs. 4,39,366 out of which Rs. 68,021 were allotted to district boards for rural sanitation. As was the case last year district boards with some exceptions, of which the main were the district boards of Jalaun, Ballia and Almora, were slow to expend the full amount of the grants made to them and at the close of the year there was an unspent balance in hand of Rs. 77,662. While the amount of the balances is smaller than that of last year, it is regrettable that the boards are not more active in utilising the full grants made to them. It is noted that the Board of Public Health is taking appropriate action in the matter. Besides the allotments mentioned the Local Government sanctioned grants amounting to Rs. 2,37,985, to municipalities, inclusive of one lakh for the improvement of the Tirath tank and the fair area of Gola Gokarannath in the Kheri district.

The total expenditure by the Sanitary Engineer's department amounted to nearly 16 lakhs, of which about 6½ were spent on original sanitary works. Existing water-work plants are in most cases overworked and require either replacement or enlargement.

Sanitary Administration.

Government Resolution on the Report for 1919.

[Punjab.]

Seasonal conditions.

The year 1919 was an extremely healthy one and the Province was visited by only two epidemics, cholera and small-pox, of which neither was of great severity. The arrival of the monsoon was delayed by nearly a month and, though, while it lasted, the rainfall was above the average, it retreated from the Province earlier than usual. The meteorological conditions were therefore unfavourable to a serious epidemic of malaria, the incidence of which (in the absence of such a severe epidemic of influenza as occurred in 1918) is the determining factor in the health of the Province. The prices of food-grains continued to rise and touched recorded figures, but the wages of the labouring population also rose and the statistics of the year indicate that the public health was not adversely affected by high prices.

Vital statistics.

The birth rate 40·3 shows only a very slight increase over that for 1918 and a decrease of 3·8 as compared with the previous quinquennial average. This however, was only to be expected after the influenza outbreak of the previous year, and it is satisfactory to find that, despite the undermining of the health of the Province by an epidemic of such unprecedented violence, the Punjab has not only wrested premier position as regards birth rate from the Central Provinces, but also that the figure was no less than 5·97 above that for the latter province, which reverted to second place. Among Districts the two colony districts of Montgomery and Lyallpur returned the highest rates with 50·7 and 49·0 respectively.

As is usually the case, Simla and Dera Ghazi Khan stand last with rates of 21·1 and 25·5 respectively. Taken as a whole, the eastern districts which suffered most severely from influenza shows a decrease over the birth rate of last year, while the western districts where the epidemic was less acute, are responsible for the improvement which has taken place. It is satisfactory to note that, except in the case of Simla only, a natural increase of population was recorded in all districts. The urban population was less affected by influenza than the rural population and, consequently, all the principal towns show an increase both over the previous year and the quinquennial average.

The death rate for the whole Province was, with the exception of 1912, the lowest recorded since 1900 and shows a welcome decrease from 43·6 to 28·3 as compared with the previous quinquennium. The decrease as compared with the previous year's appalling figure of 81 is due to the absence of influenza, while the cause of the decrease as compared with the 5 years' average is the comparative lightness of the plague and the malaria epidemics. It is satisfactory to find that the rate is not far from being the lowest recorded in India.

In rural areas the highest rate (39·0) was recorded in Gurgeon District, while Shahpur with 21·5 can claim to be the healthiest district in the province. The towns as usual show a heavier death-rate than the districts, the difference amounting to 6·17. The mortality among infants under one year of age (189·33 for males and 188·04 for females calculated on the number of births during the year) continues distressingly high, but it is to be hoped that, with the spread of hygienic principles, assisted as it will be by the strengthening of the department directly responsible for the public health of the province, the rate will gradually be reduced to one comparable with that existing in more advanced communities. The Sanitary Commissioner while recognising the value of supply of medical assistance to combat the present evil urges the equal importance of sanitary conditions. "So long" he says "as we have grossly overcrowded towns where every law of hygiene is consistently and systematically defied; where the people breathe filth and through the agency of myriads of flies, eat filth; from which light and air are excluded; and where every article of diet is consistently adulterated—so long will we have mortality rates, infantile and otherwise, expressive of such a state of affairs." The Lieutenant-Governor hopes that the pertinent remarks of the Sanitary Commissioner with regard to the effect of insanitary surroundings on infantile mortality will be taken to heart by all those, who by their example and efforts are capable of exercising influence in hygienic matters.

Cholera was more prevalent than in any year since 1915 and was responsible for 8,561 recorded deaths.

A serious outbreak of small-pox, which caused 15,365 deaths, occurred during the year. The large percentage of fatal cases which occurred among children under ten years of age points to the neglect of infantile vaccination, while the high rate of mortality in towns in which the Vaccination Act is not compulsory, is a reproach to the communities concerned. The Sanitary Commissioner applies to small-pox the classical remark that 'for every death from typhoid fever some one ought to be hanged.' The Lieutenant-Governor agrees that it is extremely regrettable that such a large mortality should occur from a disease, the preventive measures against which are so certain and well-known, and the proposals of the Sanitary Commissioner with regard to further preventive steps will receive the careful consideration of Government.

Sanitary improvements.

The end of the war was marked by a relaxation of financial restrictions and grants-in-aid amounting to Rs. 4,30,866 were made by the Sanitary Board during the year, among the more important schemes financed being the Rohtak Drainage Scheme and the Gujranwala Water Supply Scheme. The year under review was a busy one for the Sanitary Engineer throughout, and many important sanitary projects were either initiated or completed. A large number of drainage schemes received the administrative approval of the Board

and under its fostering care, the general sanitation of the urban areas is making a rapid advance, but the same remark unfortunately does not apply to the rural areas, where little advantage is taken of the powers under the District Boards Act of imposing taxation for purposes of village sanitation or of framing simple sanitary rules. With the passing of the Small Towns Bill which will, it is hoped, shortly be ready for submission to the New Council, progress in rural sanitation should be more rapid. Meanwhile the Lieutenant-Governor is gratified to note that private effort is not wanting and he desires to thank the gentlemen mentioned in the report for the generous donations by means of which many works of public utility have been constructed in the rural areas.

PART IV.—Miscellaneous.

THE ECONOMIC CONFERENCE.

Agricultural problems.

SPEECH BY MR. P. RAGHAVENDARA RAO, B.A., B.L.

Agriculture is an industry almost of hoary antiquity. India and Mysore along with it, is preeminently an agricultural country, and during the past 4 or 5 years, agriculture has been brought into prominence, as it has never been before. It is an unfortunate fact that although India is such a preeminently agricultural country—it is a continent almost—that the standard of agriculture remains at a very low level. The reasons for these can be attributed to three circumstances. The first is the lack of scientific knowledge upon which alone measures for agricultural improvements depend. The second is the lack of education on the part of our raiyat population, which is necessary to enable them to utilise to the best advantage the fruits of scientific research, and lastly the lack of capital without which no steps in agricultural improvement can be undertaken.

As regards agricultural development, not only our Department of Agriculture, but also the various provincial administrations in India have done a lot of scientific work and have been also accumulating a large quantity of scientific knowledge. What has been accomplished in this country is but a minute fraction of what has yet to be done. The improvement of scientific investigation as a basis for agricultural education must not be lost sight of.

Next, I come to the question of agricultural education which, I think, was discussed with a certain amount of interest in this conference. Proposals have been made for the extension of Vernacular agricultural education and for education in Horticulture. The need for agricultural education is undoubtedly great. But it is a matter for doubt whether our agricultural population really realises it. But for that reason, we cannot keep back the development of agricultural education particularly on the vernacular side. I can assure the Conference that this has been receiving the very careful and earnest consideration of Government. Suggestions have been made to multiply the number of agricultural schools in the State. At present there is only one agricultural school at Hebbal. The courses are given in English, which means that most of the students, who undergo training there, look to Government service for employment, although there are a few who have gone back to their estates or farms. The idea is to institute in the school vernacular courses, which, it is hoped, will

prove to be of great use to the raiyat population. It is also proposed to improve the standard of the English course, so that it might be possible to recruit men of a really desirable type to fill the ranks of the agricultural department. Suggestions have been made, and a desire also expressed that there should be an Agricultural Inspector for every taluk. That seemed to be the general idea of the members of the Representative Assembly as well. If that is to be taken as the sense of the people of the State in general, well then, there is an assurance that Government will do their best to meet that requirement. In the matter of the lack of capital I spoke of, it has been engaging the attention of the Agricultural Board and the Committee previously, and proposals for the establishment of a Land Mortgage Bank have already been sent up to Government. But the opportunities for the utilisation of capital advantageously are so great at the present moment that no stone can be left unturned to accomplish that end. Just at present the only resources, which are available for the purpose, are the taccavi loans and co-operative credit. A certain amount of work has been done. But these agencies will have to be worked in a more efficient manner than we have done in the past. The furnishing of capital to agriculturists will however not be of much help, unless it is used for the reproduction of more capital. And that brings us to the question of what must be the chief resources of capital production for the Mysore Agriculturists.

They can be summed up thus :—

Sericulture, Commercial Crops and Livestock.

As regards Sericulture, the members of the Conference are aware that there is a separate department with a whole-time Superintendent at its head and an official of the department has been sent to Italy to learn the methods of silk reeling and silk rearing and he is expected to come back early. It is hoped that he will come equipped with the knowledge that is necessary to start a really useful filature in the State which seems to be very much of a necessity at present.

As regards Commercial Crops, there is not much I would like to say, as it is clearly understood. I mean crops such as sugarcane and cotton. I, therefore, proceed to pass on to the subject of Livestock. Well, as the members of the Conference are aware, we have now in our midst an expert in the person of Mr. Davison. He has had good experience in the western countries and we have not the least doubt that his coming here will be of immense benefit to us. Livestock is an important source of revenue to our agriculturists. The demand for cattle is greater and greater, while the prices have also risen. There is no reason why Mysore should not come to occupy, for the tropics, that position of chief supplier of high grade cattle, which England occupies for Europe and America. The possibilities of sheep breeding in the State are also very great and this matter is also receiving the attention of the Livestock Expert. As members of the Conference are aware, the old Agricultural Committee maintained a sheep farm in a village near Bangalore and after the appointment of the Livestock Expert, this has been passed to him.

MYSORE ENGINEERS' CONFERENCE.

Speech by Mr. A. R. Banerji.

AT THE THIRTEENTH SESSION OF THE MYSORE ENGINEERS' ASSOCIATION HELD ON 20TH AUGUST 1920.

The Executive Committee of the Association have decided to apply for membership on behalf of the Association of the Institution of Engineers, which has been decided to be started in India as a result of the Lahore Engineering Congress, held in 1919. The idea of associating the local Association with an All-India Association of this kind, which has the same objects in view, is a laudable one and should make for increased usefulness and help to our Mysore Engineers.

In spite of its small area, the State furnishes splendid opportunities of employment for expert engineers in every branch of your profession, such as irrigation, roads and buildings, water-supply and drainage, Mechanical Engineering, Electrical and Railway Engineering, Mining Engineering and Engineering connected with the development of larger industries. The younger members of the profession have before them varied fields of activity and unlimited scope for their ambition, as well as the exercise of their talent. It is for this Association to keep up their *esprit de corps* and enthusiasm for progress, under the leadership of old veterans like your President. The Engineering brain of the world is moving rapidly to wider and wider fields of activity, in the keen economic struggle into which all the nations have now entered after the war, and it behoves the Mysore Engineers to work with their coadjutors in other countries abreast of the times in the development of Engineering Research and inventions.

The engineering works of the State are an asset of great value, the irrigation works alone being estimated to be worth 7 crores of rupees, besides our State Railways and Electric Works, and it is the duty of the members of our Engineering Service to maintain our engineering works in all branches in a high state of efficiency. There is no doubt that the natural abilities and the theoretical training of the members of this Association fully qualify them for the task and that, on the whole, the work has been well done, but self-complacency is dangerous and therefore a higher ideal should always be kept in view as time goes on.

A higher standard of work has naturally to be established and demanded, if you are to maintain the tradition and enhance the reputation of your predecessors, and the members of your service, I am sure, will endeavour to meet it.

One observation about our roads. The increased use of automobiles has rendered the maintenance of roads in a higher state of

efficiency absolutely necessary, and it might perhaps be suggested that the Association may tackle the problem of road maintenance, which has become more and more difficult in recent years, during their present session. It is no doubt true that this is largely a question of funds, but the members are not unaware that complaints are frequently made, although not in all cases justified, that roads in British territory with equivalent or even less grants are better maintained. I have myself been an unsparing critic of the methods of work prevailing in this respect in some districts, and I hope the Engineers will strive their utmost to keep up their reputation and with it the established reputation of the Government of His Highness the Maharaja for good roads in Mysore. The State has over 5,000 miles of roads, and Government look to the Mysore Engineers to evolve some satisfactory means whereby our roads may be maintained in as efficient condition as possible by a judicious expenditure of the grants allotted to them.

The greatest weakness of a department of Government is a tendency to overlook the business and utilitarian aspects of its work. It is after all not so important in some spheres of Government activity, where the return for effort cannot always be measured in money or economic advantage. This is not the case with the Public Works Department, which should be worked on business principles. In fact the work done here by the Public Works Department is carried on, in other countries, by commercial firms. Our Engineers should therefore always aim at obtaining results which will stand a business test. They should scrupulously avoid any act which may justify the Public Works Department being satirized by unfriendly critics as a department of public waste. The water works of our two large cities do not pay a proper return for the capital outlay. Bethamangala water works are worked at a loss. Some of our irrigation schemes require development on a commercial basis. The Engineers should co-operate with Government in arriving at a satisfactory solution of all these problems, which will add to the resources of the State.

It has frequently come to the notice of Government that the estimates for works are constantly revised, and the works are rarely completed in time. Establishment charges accumulate and some of the reproductive works do not prove as remunerative as anticipated, owing to additional expenditure incurred during progress of works far in excess of normal percentage of permissible excess. It would appear that specifications and rates are not correctly estimated at the start, and your schedules of rates are not kept up to date. These and several other defects in your methods of everyday work in the districts require early rectification. I look to you for earnest co-operation in any measures that I may advise His Highness' Government to take in these directions.

Your profession is one of the noblest. Your handi-work will live through centuries and bear testimony to your intelligence and originality. Always remember what you hand down to posterity, if good, will stand as a monument of your own worth, and be a beacon-light for others to follow in your footsteps.

UNIVERSITY REFORM.

Sadler Commission's Report.

ADDRESS BY SIR C. H. SETALVAD, VICE-CHANCELLOR OF THE UNIVERSITY OF BOMBAY.

The Commission began their labours in October 1917 and concluded them by the end of 1919. The results of their patient investigation and deliberation have been placed before the public in the form of a report consisting of a large number of volumes, comprising several thousands of pages. The work done by this Commission, in its importance and magnitude, cannot be rivalled by any similar investigation undertaken before but it is not merely the magnitude of the work accomplished by this Commission that compels respectful attention; the production displays such exceptional knowledge of the theory and practice of education, such thorough acquaintance with the history of education in this country and deep insight into the present conditions surrounding it and above all, such mastery of English style, that it is bound to be assigned a high place as a standard work on educational problems affecting this country which will continue to supply guidance for a very long time.

The Calcutta University Commission did not suffer from the disadvantages under which the Commissions of 1882 and 1902 laboured by reason of the restricted terms of their reference, and have therefore been able to deal with the whole problem of University and Secondary education and have in fact outlined a complete programme beginning from Primary and ending with University education. But their investigations were limited to the conditions obtaining in Bengal. It soon became clear to them that the issues which it was their duty to consider with special reference to Bengal, had a direct bearing upon the University organisations of the other parts of India and in considering their recommendations for Bengal, they had to bear in mind the wider implications of their plan. Still, the state of education and especially University education in other parts of the country is in certain respects so different from that obtaining in Bengal, that impressions and conclusions formed with reference to the special conditions of Bengal have to be applied with some caution to other provinces.

I venture to think that a dispassionate study of the report of the Sadler Commission must bring to us the conviction that our system of education suffers, though not in such intensive form as in Bengal from the defects which the Commission have emphasised.

The proposition enunciated by the Commission that secondary education should be wide and exact, adapted to individual aptitudes, but also to growing national needs, liberal as a preparation for life, but also specific in its preparation both for the University and for the immediate entrance upon other careers will, I am sure, receive general acceptance. The schools, according to the Commission, should be places of authoritative instruction by means of courses of study that would train the mind in concentration of thought, in accuracy of observation and recollection, precision of reasoning and in the power of selecting and sifting opposite facts. In short, courses of study should be such as will touch every side of a boy's nature, which will give scope to all his natural gifts, stimulate him to every kind of experience and impart to him a high purpose in life. The Commission further point out need of schools becoming places for the formation of character, conveying to the boy's mind a clear appreciation of an ideal of duty ; and inasmuch as secondary education in India has to rely on the intellectual materials of its secular studies, for this purpose, it is through a fuller development of the corporate life of each school community, that effective moral education and training are possible. They maintain that it is by means of the busy and ordered freedom of a school community, which is entrusted with liberties and allowed under guidance and supervision to gain its own experience of liberty, obedience and command, that the object can be achieved.

Uniformity of Curriculum.

Coming to the instruction after the Intermediate Examination which may be considered proper University work, the Commission emphasise the evils of the dead uniformity of curriculum that is unknown elsewhere in the world outside India. The courses are conceived as matters of lectures and text books and it is assumed that the main task is to be done by the teacher, the students' task being merely to receive and absorb. The examinations instead of being simply a test of the work done by the teacher and students, are the goal to which all work is directed, the Colleges existing not for the purposes of training the mind but for enabling the students to pass examinations. If examinations put to the test certain qualities of the candidates, some of the higher qualities which it is the purpose of the University to develop and which a Degree ought to imply, cannot be tested at all by examinations ; and if the examinations are so designed as to absorb the whole time of the student, leaving no time for the free play of mind and body, for intellectual and physical culture, University training will fail of its purpose and the University Degree will be bereft of its most important connotation. The Commission, therefore, insist that the demands of the University should be such that a student's life is not spent in bondage to the examination system. One of the witnesses before the Commission observed regarding the present system of college instruction as follows :—"The human element is crushed out ; the College is a barrack of lecture rooms."

Then, further, each college is isolated providing the whole of the teaching received by its students, leading thereby to a wasteful duplication of work, there being no co-operation between the different colleges. Again, under the present system, so far as the instruction up to the Degree is concerned, the University does not help or strengthen the Colleges, but is a body wholly external, merely supervising, examining and imposing regulations; such a system produces unhappy uniformity on the one hand and sometimes friction between those imposing and those on whom is imposed this uniformity. The Commission further deplore the neglect of the able student under the present system. The best intellect is chained down with the lowest, for the Honours Courses are practically additions to the Pass Course and mean additional burdens on the top of the Pass Course. The able student is not given more leisure to think, to read for himself, to work on his own account under direction and to cultivate his distinctive powers. On the contrary, he is exposed to yet more deadening discipline. The Commission consider this neglect of the ablest youths as most dangerous and rightly point out that the fate and fortunes of a country depend upon the opportunities which it affords to its ablest sons, who must be the leaders and guides of the next generation in every field of national activity, and any system which fails to select men of promise and to bring their powers to full fruition to the advantage of the commonwealth, must stand self-condemned. The present system also prejudicially affects the average student inasmuch as he is deprived of what the best University life can offer to a young man, namely daily contact with his best contemporaries, each one pursuing his own special interest.

A far-reaching scheme.

In order to relieve the Colleges from the encumbrance of immature students and to make secondary education complete so as to provide more effective preparation both for the University and for practical careers, the Commission recommend a scheme far-reaching and bold in its conception. They suggest that the stage between the Matriculation and Intermediate should be removed from the Colleges altogether and transferred to special institutions to be called "Intermediate Colleges." to be organised and conducted according to the methods appropriate to school work. The courses of this higher secondary education will be varied and adapted to the requirements of students going to the Arts Colleges, the professional colleges, to technical institutions, as well as for those stopping at the Intermediate standard with a view to take up any career.

They recommend the creation of a " Centeral Board " to be called "The Board of Secondary and Intermediate Education" to take charge of the whole of the present secondary education, higher secondary education in the Intermediate Colleges, part of technical education, continuation classes and some part of the preliminary training for the professions and also the professional preparation for teachers. The Commission consider and deliberately reject the idea of placing the control of secondary education in the hands of the Education

Department. They recognise the justice of the conviction of all those deeply interested in education, that it should not be controlled by a bureaucracy, however competent and disinterested, acting in the name of Government. They are convinced that the systematic improvement and re-organization of secondary education including the higher part of it requires the creation of a central authority so constituted as to command the confidence of the different sections of the community whose co-operation is indispensable. They propose that the Board should consist of 18 members, the President being a wholetime salaried officer appointed by Government, the Director of Public Instruction, as an *ex-officio* member, one representative of the non-official members of the Local Legislative Council, seven representatives nominated by the University, and five to eight representatives nominated by Government; Government nominations to be so made as to include therein representatives of agriculture, industry and commerce, persons experienced in teaching, and one medical man with experience in problems of Public Health.

Central Board's powers.

This Central Board, according to the Commission, is to be entrusted with wide duties and powers. They will determine the courses of study for the various standards and examinations, conduct Examinations corresponding to the present Matriculation stage and the present Intermediate stage, will be charged with the function of giving grants to private institutions out of public funds, and the power of recognition of schools for the examinations to be conducted by the Board and will discharge the duty of inspecting the various schools. In addition to these duties, the Commission suggest that the Board should be put in charge of the administration of all Government High Schools and that they should have the responsibility of staffing and managing the Intermediate Colleges maintained by Government. The Board will prepare and submit to Government its annual Budget for the funds necessary to be expended by them. Though the Board will enjoy the freedom to act upon its own responsibility in framing and enforcing the regulations which it may find necessary for the welfare of Secondary and Intermediate education, it will be ultimately responsible to Government whose will must in the last resort prevail. The regulations of the Board will be published and would therefore be open to criticism by Government and in the Legislative Council. Government will now mean the Governor and Ministers, education being a Transferred Subject in the Provinces.

As already stated, Government High Schools and Intermediate Colleges will be under the direct management of the Board and private institutions receiving grants-in-aid will be subject to the supervision of the Board. The Commission are of the view that even those private institutions which do not receive grants-in-aid should also come under the Board. They say that the whole community is concerned in the working of institutions imparting secondary education, as upon their excellence the general welfare largely depends, and that therefore all institutions which desire to be

recognised as part of the national system of education, should be under the Central Board, whether they take aid from public funds or not. They emphasise that there should be complete freedom for variety of method in teaching and school organization and for arranging courses of study.

Need for qualified teachers.

The Commission lay great stress upon securing for all schools and Intermediate Colleges proper qualified teachers, for no system of education can produce the desired results unless the educational institutions are conducted by teachers with sufficient knowledge and insight regarding the work to be done and imbued with zeal in carrying out the real purpose. They suggest a big co-operative scheme by which an organised body of professional teachers is to be created. For all schools and Intermediate Colleges, either under the direct management of the Board or receiving grants from the Board, the Board will fix a minimum salary for teachers, the scale of remuneration and promotion, and also standards of qualifications. The Board will insist upon written contracts between the teachers and their employees on the lines laid down by them and there will be special tribunals to deal with questions arising under those contracts. Under this system, there will be complete unification of the teaching forces available and teachers will not be circumscribed within particular institutions as at present, but will have scope and opportunity of being taken from a private institution to a Government institution and *vice versa*, according to their qualifications and experience. Even with regard to private un-aided schools, the Board will have the power of defining rates of salaries of all posts. In addition to this, the Commission recommend that, the Board should organise a "Headquarter Corps of Teachers" appointed on the express ground of contribution of special value in educational methods owing to their training in or experience of the educational methods of other countries. Members of this Corps would be sent by the Board wherever needed either to Government institutions or private institutions from time to time.

The teachers, according to the Commission, will be of two kinds; those who have completed the higher secondary course and those who have taken the B.A. or B.Sc. Degree. At the Intermediate Colleges there will be a special teaching course in the art of education and practical training in teaching. After passing the examination in these courses, candidates can qualify for the examination of "License in Teaching," provided that they have practical experience of teaching in a High School for one year and one year's course at a training institution. For the Graduate teacher, the Commission recommend the institution of a Department of Education in the University, with a special Professor and a staff of Assistants with a Training School, a Demonstration School and an educational Laboratory. Teachers joining this department will qualify for the "Bachelor of Teaching Degree."

In Bombay, we have in a very small measure, anticipated the recommendations of the Commission with regard to the Board. In the year 1917, the Government and the University, in order to do away with the extremely unsatisfactory state of things then prevailing under which the schools had to prepare candidates for the University Entrance Examination for University purposes, and for the School Final Examination for Government purposes, agreed to create a Board to conduct a joint examination which would qualify both for entrance to the University and for Government service. That Board is vested with the power of recognition as regards all schools and for that purpose undertakes inspection of schools. The position, powers and duties of this Board cannot of course be compared with those of the Central Board suggested by the Commission. But if that suggestion is accepted for this Presidency, it will not be a new departure altogether, but larger and more effective application of a principle already recognised.

It must be mentioned that under the scheme of the Commission, the period during which a student receives instruction up to the B.A. or B.Sc. Degree will not be increased. At present a student is 4 years at the Primary School, 7 years at the High School and 4 years at the University. Under the scheme of the Commission, he will be 4 years at the Primary School, 6 years at theHigh School, 2 years at the Intermediate College and 3 years at the University. The Commission consider that, by a readjustment of the High School courses and by employing the Vernaculars as the media of instruction up to certain stages, the present High School courses can be done in six years and the candidate will be able to get full 3 years of proper University instruction instead of the 2 that he gets at present after the Intermediate Examination.

There is, however, another alternative to the proposals of the Commission which may appeal to some people as more suitable to carry out the object in view. That alternative is that, the two top classes of the present High School be combined with the two years' course for Intermediate and that the Intermediate Colleges should deal with the combined four years' instruction. The result of this arrangement will be that the boys will be 4 years at a High School, 4 years at the Intermediate College and 3 years at the University. The Commission had this suggestion before them and they did not appear to be averse to it in any manner. They recognise that such a scheme if practicable would have many advantages. In particular it would secure this, that the boys would be kept under the same direction at the Intermediate College, long enough to render possible, the creation of a real corporate spirit and the exercise of strong influence over mind and character.

Coming to the University and its constitution, the Commission are of opinion that the University should be remodelled so as to be a real teaching University. Though the University Act of 1904 laid down that the Universities should be teaching Universities, in practice, so far as the courses up to the Degree Examinations are concerned, they still remain merely examining and affiliating Universities. Such

teaching functions as have been undertaken are confined to Post Graduate courses.

The Commission while considering the Unitary University as that of Edinburg and Manchester, Harward and Yale as the real University ideal, being the simplest and most easily workable form of University organization, rightly recognised that the collegiate system was too deeply rooted in India to make such an ideal possible. Indeed they think that in view of the increasing number of students, it is necessary in order that they may enjoy the advantages of corporate life, they should be members of a corporate entity less than the University and this was supplied by the Colleges and it would be a mistake to waste or weaken them. The very variety of the types which they represent is a source of encouragement and although the strongest of them may be too weak to undertake with full success, the whole of the training which their students ought to receive, they can all make vital important contributions to the life of the University. Accordingly they come to the conclusion that the University must be a University of Colleges resembling superficially Oxford and Cambridge and more closely the reconstructed University of London. The new synthesis between the University and Colleges is to be found, wherein the University will be not something different and apart from the Colleges as it now is, but the Colleges will be in the fullest sense members and partners in the University. It must be a system wherein the University will be really responsible for the character of the teaching given in its name, and will realise that it is the training given to students which is of primary importance and that the examinations which test this training are of subsidiary importance. If such a synthesis of Colleges and University is to be achieved, the Commission consider that the Colleges must not only be stronger and better equipped, but must be prepared to work in harmony with one another and with the University, to an extent which is now unknown. They must no longer think of themselves as being virtually self-contained and self-dependent, but must strive after a higher ideal of being free co-operative partners in a great enterprise. They are not to be institutions subordinate to the University as now, but component parts of it, able to exercise a powerful influence over its policy and organisation.

According to the proposals of the Commission, the University will consist of what are called the incorporated Colleges, being institutions laid wholly formed and managed by the University, and secondly constituent Colleges, being those Colleges which fulfil the conditions down by the University, regarding, among other things, the participation in the co-operative teaching work of the University, and number, pay and tenure of the teachers and the submission of the teachers on their first appointment for individual recognition. The Incorporated Colleges are to be provided for the study of a special group of subjects, not ordinarily provided for in an adequate way by other Colleges. The mofussil Colleges cannot in the very nature of things be participants in this teaching corporation and will have to continue as affiliated Colleges. Upon the University would fall the responsibility of organizing the co-operative system of lecturing, all the Colleges contributing

their share and the filling of gaps as for the avoidance of needless reduplication and overlapping. The colleges would provide their share of the total lecturing staff giving instruction to the whole University; they would also provide courses of lectures and classes for their own students and specially for the pass men. But they will have to undertake additional functions of great importance which are not provided for at all under the present system. They would have to guide the student in the distribution of his work, in his decision as to what lectures he would attend, whether in his own college or elsewhere. They would have to provide, more elementary lectures for some of their backward students, special classes for particular groups, help in the choice of books and libraries, and above all real tutorial guidance, not in the sense of preparation for examinations but of advice and rection in the conduct of serious work. By the phrase tutorial guidance the Commission do not mean merely a system of class instruction for which alone the phrase is now employed, but something much more individual and personal. The tutor must be the guide and adviser of his students. Every student should know that there is one among his teachers who has made a special study of his needs and progress and to whom he can at any time go for advice. And every teacher in a college, even the most distinguished, should take a share in this informal but invaluable work. The lack of personal guidance and of intimate contact between teacher and student, the Commission observe, is the greatest defect of the present system.

University Constitution.

The Commission have come to the conclusion that, if the University is to undertake teaching work in the manner above indicated and is to be a real University in the sense of being a Corporation of scholars labouring in comradeship for the training of men and advancement and diffusion of knowledge, its present constitution is unsuited. They think that the Senate is too small to be adequately representative of all interests which go to make up a national institution of learning and too large a body for the effective control of educational administration. The University Commission of 1902 held that the Senate must be in the main a body of experts. The Calcutta University Commission point out that it should also be representative of all interests and that the present Senate as at present constituted is an unsatisfactory compromise between the two ideals. By reason of certain duties imposed upon it, its numbers have to be kept within limits which preclude adequate representation of all the categories of experience concerned. The necessity of securing the presence of practical men of affairs denies to it the special character and value of an expert academic body. Both these elements are indispensable and the constitution should be so framed as to assign to each its proper place.

They accordingly recommend the creation of three bodies—(1) The University Court, (2) The Academic Council, (3) The Executive Council. The Court under this scheme is to be widely representative of all varied interests and public opinion and to consist of several

hundred members a very large proportion of whom to be elected members and a small number of nominated members. It would make statutes, rectify ordinances, review the work of the University and approve of the Official Estimates. The Executive Council is to be a small body consisting of about 17 members, responsible for the finance, administration, and management of the University and will deal with all applications, for means necessary for the development of colleges and institutions, addressed to Government. The Academic Council is to consist of 80 to 100 members and is to be responsible for regulating the teaching work of the University and in general purely academic questions. There will be in addition a series of Faculties, Committees on Courses, Boards of Studies, etc. Every College taking part in the co-operative teaching work of the University is to be directly represented on the Academic Council and all teachers up to certain standing whether attached to Colleges or to the University, taking part in the co-operative work, are to have seats on this Council. The Vice-Chancellor, who must be the President of the Academic Council, is to be a whole-time Officer of the University to be appointed by Government. Speaking of the relations between the Government and the reformed University, the Commission are clearly of opinion that the detailed Government control is unsatisfactory even in the case of the University of the affiliated type and is likely to be even more unsatisfactory when applied to a real teaching University, even though the University is wholly financed by Government. Government may well claim the right to ensure that any funds which it may supply will be only used for the purposes for which they were intended, but that ought not to involve continual intervention in academic affairs.

The Commission recognise that the quality of the work done by any University is more dependent upon the character and abilities of its teachers than upon all other factors combined. It is essential to the proper working of the University, the Commission think, that the teachers and the most responsible among them should have brought home to them very clearly the responsibility which they cannot evade and no one can share for the character of the training given to their students, not merely by themselves as individuals, but by the corporate body of which they are members.

As already pointed out, the mofussil colleges cannot participate in the scheme of a teaching University as outlined above. They will have to continue affiliated colleges till it is possible to organise separate Universities for Poona, Ahmedabad, Dharwar and other suitable centres. If the scheme of the Commission is to be adopted in this Presidency, the University and Government will have to take care that new Colleges are affiliated in possible University centres and not at isolated places.

The Commission devote anxious consideration to the question of the Vernaculars, the position they are to occupy in the system of education both as subjects of study and as media of instruction. The misapprehension has prevailed that when the Government of Lord Bentinck accepting the principles laid in the famous 'minute' of Lord Macaulay, announced the policy of imparting Western education,

the decision was arrived at against the study of the Vernaculars. It is true that the resolution laid down that all available money should be employed in imparting knowledge of English Literature and Science through the medium of the English language. But this was on the footing that the Vernaculars contained neither the literary nor the scientific information necessary for a liberal education. But it was admitted on all hands and on all sides that the instruction of the masses through the medium of their own language was the ultimate object to be kept in view. But in the meantime teachers had to be trained and literature had to be developed. It was not the policy to develop the use of English at the expense of the Vernaculars; on the contrary, the development, the refinement and enrichment of the Vernaculars were the principal aims.

English and Vernaculars.

In the Despatch of 1854 it was said that the English language and the Vernacular languages of India were to be looked to as the *media* for the diffusion of European knowledge and the Despatch said that it was the desire of Government to see these languages cultivated together in all schools of a sufficiently higher class. When the Universities were created in 1857, the question entered on a new phase. In Bombay, the Vernaculars were recognised as second languages, *pari passu* with classical languages for the University courses. Later on, the classical school prevailed and the Vernaculars were excluded from the University course. When the cause of the Vernaculars was taken up with great insistence by the late Mahadev Govind Ranade in this University, the chief Vernacular languages of this Presidency were recognised in the Language group of the M.A. Examination. They have very recently been recognised for the B.A. Examination. In Madras the Vernaculars have a place in the curricula. In Calcutta, in the beginning the candidates at the Matriculation had the option of writing their answer papers in History, Geography and Mathematics in any living language. But this was subsequently altered and all answers had thereafter to be given in English. The Commission of 1912 reported as follows:—"That the study of the Vernaculars had received insufficient attention and that many graduates have very inadequate knowledge of their mother tongue." The Government of India resolution on that report said that "if the educated classes neglect cultivation of their own languages, these will assuredly shrink to the level of mere colloquial dialects, possessing no literature worthy of the name, and it will not be possible to give effect to the principle laid down in 1854 that European knowledge should gradually be brought by means of the Vernaculars within the reach of all classes." In the view of some eminent educationists, the reason for the defective attainments of students coming to the University is due to the difficulty of the medium of instruction. Rev. Holland, Principal of St. Paul's Cathedral College, Calcutta, in his evidence before the Commission, says:—"A large part of College teaching and learning is concerned with understanding the meaning of the English words, in which the subject

is studied. There is thus less time and strength for the attainment of high standards in the subject itself. I consider that the large number of failures at each successive stage in the University course is due to the same causes. Freshness and keenness of interest in a particular subject evaporate when the medium through which it is studied interposes such difficulty."

Importance of Vernaculars.

The Commission observe as follows with regard to the importance of the study of the Vernaculars. "A man's native speech is most like a shadow inseparable from his personality. In our way of speech we must reach, as the old saying runs, drink water out of our own cistern. For each one of us is a member of the community and we share its energy and instincts; its memory however dim of old and far-off things. And it is through our Vernaculars, through our folk-speech whether actually uttered or harboured in our unspoken thoughts, that most of us attain to the characteristic expression of our nature and of what our nature allows us to be or to discern. It is the mother-tongue which gives to the mind the relief and illumination of utterance, as it clutches after the aid of words when new ideas or judgments spring from the wordless recess of thought or feeling under the stimulus of physical experience or of emotion. Hence in all education the primary place should be given to training in the exact and free use of the mother-tongue."

As regards the highly controversial subject of the medium of instruction, the Commission's verdict is that the mother-tongue should be such medium throughout the secondary schools for all subjects other than English and Mathematics. After the present Matriculation stage, they are in favour of instruction through English. They had a large body of evidence including that of Sir Harcourt Butler placed before them in support of the view that the boys who are taught through the medium of the Vernaculars until a higher stage of the High School showed markedly greater intelligence than those whose earlier education had been more largely conducted through the medium of English.

The Commission think that the real solution of the conflicting views about the use of the Vernaculars or English is, as in the case of many other countries, the bi-lingual system; to use the mother-tongue for those dear and intimate things which form part of life from infancy upwards and which are the very breath and substance of poetry and natural feeling; to use English as a means of intercommunication necessary for the maintenance of the unity of India and of touch with other countries; for the mutual interchange and stimulus of ideas in the sphere of scholarship and science and for the promotion of inter-provincial and international commerce and industry on which the economic development of India must largely depend.

Revolution in the Present University System.

The changes proposed by them in the organisation of the University and its colleges and in the methods of instruction are so drastic as to amount in the words of the Commission to "a revolution in the present University system." Such reconstruction, they grant, cannot be achieved in a moment. Large funds will be necessary both from public and private sources. The establishment of Intermediate Colleges and the organisation of the new mode of administering Secondary and Intermediate education proposed by the Commission will themselves make very exacting demands both upon the funds and administrative power available. The carrying out of the whole scheme of the Commission will involve, according to their estimate, for the Province of Bengal, a capital or non-recurring expenditure of Rs. 62 lacs and an annual recurring additional expenditure of Rs. 40 lacs for improvement in Secondary and Intermediate education and Rs. 18 lacs for University reforms including compensation to the University on the loss of income on the Matriculation and Intermediate examinations to the extent of three lacs. The expenditure in other Provinces where the numbers of students and institutions to be dealt with are much less than those in Bengal, the expenditure will be proportionately less. The Commission recognise that this is a heavy burden to undertake, but they are firmly convinced that it is absolutely necessary and should be boldly and cheerfully borne. The creation of well-organised Intermediate Colleges—united in some cases with the upper classes of High Schools, and in others serving as the crown of all the High Schools of their districts—is regarded by the Commission as a valuable reform which can and should be immediately undertaken, and if necessary the money should be found by raising a special loan to be repaid by a sinking fund within 25 or 20 years. The Commission consider the institution of Intermediate Colleges as the very pivot of their whole scheme of reform. To bring all the High Schools up to a reasonable pitch of efficiency may take a generation because the teachers have to be trained and the funds that will be needed will be very large. The provision of Intermediate Colleges is a relatively simple matter; to provide a sufficient number of reasonable good teachers for thirty or forty institutions is not impossible. The creation of these institutions, if properly equipped, will at once influence for good all the High Schools. It will, the Commission think, do more than anything else to solve the University problem, by withdrawing for a more appropriate kind of training the large number of ill-prepared boys who now fill the University classrooms and by sending up the University students really capable of profiting by their instruction. The Commission emphasise that in order to reap these advantages the reforms must be carried out seriously and on adequate scale. Any attempt to organise these Colleges on a cheap basis, on the plea that sufficient funds are not forthcoming, and to be satisfied with the creation simply of new coaching institutions for a new set of examinations, would do more harm than good. From the outset the standard must be kept high.

Main Conclusions of the Commission.

I have attempted to briefly outline the main conclusions and recommendations of the Commission and the considerations that arise in relation to them ; and in doing so, for precision, I have used the very language of the report in many places. Those conclusions and recommendations have the authority of men eminent both as educationists and men of affairs and highly qualified to advise on the matters they were called upon to investigate. Their report throughout displays a very broad and statesmanlike outlook and is actuated by real sympathy for India and her aspirations and an earnest and genuine desire to promote the welfare of the people of this country. They give full recognition to, and record their appreciation of, the good work done by the Universities and Schools in the past, but they think that the time has arrived when the interests of the country require a thorough remodelling of our educational system and a bolder and a wider conception of the educational problem necessitated by the demands of a new age. It is for us to give our most anixous consideration to their conclusions and recommendations and determine how far it is desirable and necessary to carry out all their recommendations in the Presidency. I venture to think that there is no serious disagreement regarding the view that the system of Secondary and University education is seriously defective and that we are not getting the best results out of it. India is on the threshold of a new era of political and industrial development and will more than ever require in increasing numbers trained minds and vigorous personalities As industries and commerce extend and functions of public administration grow more complex, there will be available to our young men fresh careers for which they must be properly equipped. India with new political responsibilities is coming into the Fellowship of Nations and her education from the primary school to the University should answer to the modern standard of what is best. No sacrifice can be too great and no expenditure can be too heavy for putting national education at the requisite level. We owe a heavy responsibility to the young generation and generations still unborn to so devise our educational system as to give them a fair chance in life. We should not be deterred by the burden of the cost that may be involved : we must realize what will be the cost of doing nothing.

WD 480—GPB—750—23-9-20

PART I—Orders of Government (Mysore).

FINANCIAL.

State Life Insurance (Public Branch).

RULE 15 AMENDED.

Rule 15 of the Public Branch Life Insurance Rules is amended as follows :—

A life insurance contract shall have effect from the date of payment of the 1st instalment of the insurance premium, notwithstanding the issue of a policy on a different date. If the first instalment is not paid within the time specified in Rule 14, it may be paid on production of a satisfactory ordinary or detailed medical certificate obtained from an approved medical officer. The medical officer will be entitled to charge the Insured a fee of Re. 1 for the former and Rs. 2 for the latter kind of certificate according as the period is within three months or thereafter from the last date for payment of the first premium under Rule 14.

G.O. No. Fl. 2160-209—G. F. 51-20-2, dated 18th September 1920.

Travelling Allowance rules.

AN AMENDMENT.

The rules shall be so modified as to allow travelling allowance in all cases where leave of whatever nature for not more than three months intervenes between relief at one place and joining duty at another.

Article 612 of the Mysore Service Regulations is accordingly amended as follows :—

"An officer is entitled to travelling allowance under this section, if, after giving over charge of his office, he takes leave of whatever nature for not more than three months before joining his new office."

G.O. No. Fl. 2342-90—S. & A. 184-19-2, dated 21st September 1920.

High prices allowance.

TO COUNT FOR TRAVELLING ALLOWANCES.

The Consolidated Allowance sanctioned in Government Order No. Fl. 449 98—S. & A. 23-20-1, dated 19th July 1920 (printed on page 9 of Vol. V of this Journal), may be treated as pay for purposes of calculating Travelling Allowances. This Order will have effect from 1st July 1920.

G.O. No. Fl. C. 1-50—S. & A. 23-20, dated 17th October 1920.

Compensation Leave.

RULES TO REGULATE THE GRANT OF SUCH LEAVE.

At present several officers and officials have to attend office on public authorized holidays and have also to be on duty during Dasara and Christmas holidays without being permitted to avail themselves of the same. Government consider it necessary that some consideration should be shown to such officers and officials who are denied the use of holidays on account of the exigencies of the public service. They accordingly direct that a Government servant who is called upon to attend office on a public authorized holiday, except as a punishment, or who is refused permission to utilize the Dasara or Christmas holidays and is required to attend office and to be on duty during those holidays, may be granted another day or equivalent number of days in lieu thereof when opportunity offers.

In the grant of such compensation leave, the following rules should be observed :—

1. Such holidays may not be taken by any Government servant without the previous permission of the authority who is competent to grant him casual leave. An officer who is allowed to avail himself of casual leave without obtaining the previous permission of higher authority should intimate his intention of taking such a holiday to the authority to whom he makes similar intimations in respect of casual leave.

2. Not more than ten such holidays in all may be taken in an official year and no such holidays shall be taken after the expiry of six months from the public holiday for which it is substituted. It will however be within the discretion of the head of an office to call on the subordinate affected to take such holiday on any date within the six months which the head of the office finds to be convenient.

3. Not more than seven such holidays may be accumulated and a lower number may be fixed in his discretion by the head of the office.

4. Such holidays may be combined with casual leave or other authorized holidays, provided that the total period of absence from duty shall not exceed ten days.

5. Gazetted officers who are subordinates in an office may be granted such holidays under the foregoing rules. In the case of a gazetted officer in independent charge of an office the same rules will apply, but if the permission of any authority to take a holiday is necessary under rule 1 above such authority should, before granting the required permission, satisfy himself that, owing to the exigencies of the public service, the said gazetted officer was unable to avail himself of the public holiday in lieu of which he applies for permission to take a holiday under para 1 above.

These rules will have effect from 1st October 1920.

G.O. No. Fl. C. 91-140—S. & A. 129-20-1, dated 23rd October 1920.

Increase of cart-hire rates.

In view of the present level of prices and the difficulties generally experienced in all Districts in hiring carts, an increase in the sanctioned rates of hire is inevitable and the rates are increased to 3 annas per mile in the Maidan tracts and 4 annas per mile in the malnad tracts of the State.

G.O. No. 8981-9040—G. M. 14-20-12, dated 3rd November 1920.

LAND REVENUE.

Village Improvement Work.

GRANT OF REWARDS CONTINUED.

Government sanction the continuance for a further period of three years of the present system of granting rewards, to the village showing the best result under the Village Improvement Scheme in each Taluk or Sub-Taluk.

G.O. No. 5122-34—R. M. 5-19-72, dated 15th October 1920.

Remuneration of Village Servants.

GOVERNMENT ORDER.

The Special Committee of the Representative Assembly submitted the following recommendations :—

(1) that the payment of remuneration of these village servants who do only Government work and no communal work is a legitimate charge on Government and the required funds should, therefore, be provided for from the General Revenues of the State ;

(2) that the cash remuneration which would be slightly less than that of Patels should be in addition to the Inam lands held by them ;

(3) that, should Government however find it impracticable to meet the entire cash remuneration, the levy of a cess in proportion to the ryots' half contribution may be ordered as a last resource.

The subject was considered at a meeting of the Deputy Commissioners and select Heads of Departments held in March 1920, wherein the following decision was arrived at :—

" The rules may be modified by ordering a levy equivalent to 2 annas in the rupee on dry and one anna on wet and garden assessment. The inams held must be made inalienable and impartible. The extent of land to be given as inam should not exceed 10 acres of dry, 3 or 5 acres of wet, in addition to the miras. The Representative Assembly members may be consulted with regard to the levy of a cess."

At the Representative Assembly of June 1920, the question was again warmly discussed and opinion was against the levy of the proposed cess.

Government consider that the payment of cash remuneration at the cost of Government, either entirely or in equal shares, with the ryots' cess is out of the question at present on account of the enormous cost involved. When, however, resettlement operations show adequate progress resulting in an appreciable increase in the land revenue Government will be prepared to take up for favourable consideration this subject along with the general question of the revision of village establishments.

In these circumstances Government direct that their order of 1915 may continue in force till such time as it will be possible for Government to provide for a paid staff of toties and talaries.

G.O. No. R. 5135-44—L.R. 419-17-6, dated 15th October 1920.

Tank Panchayats.

REVIEW ON THE PROGRESS REPORT FOR THE HALF YEAR ENDING JUNE 1920.

Two new panchayats were constituted in the Kolar District and one in the Mysore District.

Government regret to note that the Tank Panchayats constituted in the State have not been working satisfactorily. This is mostly due to the apathy of the local officers and the ignorance of the villagers of the benefits derivable from the scheme. Touring officers should make it a point to explain the objects of the scheme to raiyats and to enlist their co-operation in the matter. One Tank Panchayat in the Hassan District is reported to have collected a sum of Rs. 58 for maintenance work and another in the Chitaldrug District is said to have executed earthwork to the extent of Rs. 300. Government trust that with a wider knowledge and appreciation of the benefits of the scheme by the people the scheme will be a greater success.

G.O. No. R. 5312-21—L. R. 17-20-6, dated 23rd October 1920.

Drinking Water Wells.

STATEMENT OF PROGRESS FOR THE QUARTER ENDED 30TH JUNE 1920.

No.	District.	Balance.	No. of wells completed.	No. of wells in progress.	Contribution by villagers.	Actual amount spent.	Wells undertaken without the villagers' contribution.	
							No.	Cost
1	Bangalore ...	33,223	57	294	1,655	12,604	4	917
2	Kadur ...	11,784	10	47	1,515	4,786	31	15,040
3	Shimoga ...	40,721	8	105	1,162	9,228	4	1,815
4	Tumkur ...	58,914	46	217	1,134	12,482	13	2,887
5	Hassan ...	46,650	10	87	60	3,273	59	22,821
6	Mysore ...	38,470	13	154	1,385	4,313	3	1,135
7	Kolar ..	33,308	73	220	277	10,313	29	10,224
8	Chitaldrug ...	46,931	24	141	4,131	7,577	8	1,111
	Total ...	3,10,001	241	1,265	11,319	54,576	151	55,910

G.O. No. R. 5465-74—L. B. 32-19-40, dated 30th October 1920.

REVENUE SURVEY.

Survey and Settlement Report.

REVIEW FOR 1919-20.

The Inam Department was amalgamated with the Survey Department from the commencement of the year under report. The revised scales of pay and allowances sanctioned for the subordinate establishments of both the departments, were brought into effect during the year.

Resurvey.—During the year under review, there were six measuring establishments (against five in the previous year) one of which was specially detailed for the resurvey of 74 villages commanded by the Krishnarajasagara channels, under the orders of Government. In addition to the detailed survey of one inam village in the Nagamangala Taluk and miscellaneous Sub-division work in 117 villages, resurvey measurement was completed in respect of 78,825 survey numbers measuring 604,142 acres in 661 villages distributed over an area of 944 square miles, as against 80,885 survey numbers measuring 664,217 acres in 747 villages, spread over an area of 1,038 square miles during the previous year. The appreciable decrease in the area covered during the year is said to be due to the difficult nature of the country dealt with, to non-co-operation on the part of raiyats due to sickness and the paucity of efficient staff for field work.

Boundary Inspection.—The number of bandhs and stones missing were 55,067 and 121,229 against 43,131 and 121,331 respectively in the previous year, thereby entailing considerable additional work to the field establishments. This is not satisfactory.

Classification.—There were two establishments against one in the previous year, but one establishment worked during a portion only of the current year. Original work was carried out in eight inam villages over 519 fields covering an area of 3,441 acres against 9 villages, over 590 fields covering an area of 2,299 acres during the previous year. Reclassification of 24,516 fields with an area of 53,281 acres in 569 villages was carried out as against 36,813 fields with an area of 131,656 acres in 749 villages in the previous year.

Inams.—During the year, three land inams were newly confirmed. 18 minor land inams in Sircar villages and one Malnad cash inam were resumed. Two whole inam villages and 17 minor inams were also revised.

The net expenditure of the Department during the year was Rs. 2,09,659

(against Rs. 1,84,750 for the previous year) which when distributed over the area covered, works out to Re. 0-5-1 against Re. 0-3-10 per acre in the previous year.

G.O. No. R. 4271-80—L. S. 15-20-2, dated 24th September 1920.

Lands under the Krishnaraja Sagara Channels.

RULES REGARDING THEIR RE-SETTLEMENT.

The re-settlement operations in the villages commanded by the channels from the Krishnarajasagara shall be effected in the manner indicated below:

I. *Dry lands.*—These will be re-settled under the usual conditions of re-settlement and will continue to be classed as "dry" subject to the levy of water-rate under the rules framed, or that may hereafter be framed, in this behalf. They may however, be classed as "wet" if they have been so cultivated with wet crops during the past five years, or more, and they shall however be liable to enhanced assessment if they make use of the channel water for raising crops during the hot weather.

II. *Monsoon supply "wet" lands.*—In the case of these lands also, ordinary re-settlement principles will be followed. Hot-weather supply need not be considered in fixing the new rates. When the reservoir and channel schemes are completely developed and hot-weather supply is made available, Government will have the right to levy extra water rate under the rules for such supply to be framed for the purpose.

III. *Lands entitled, by mamul, to hot-weather supply.*—Revision will be based on two considerations, *viz.*, (i) increase of assessment due to resettlement under the ordinary principles and (ii) an additional percentage of increase on account of the assured (or guaranteed) hot-weather supply. When, in any year, it is found that such supply cannot be given to any lands a proportionate rebate will be allowed in respect of such additional percentage.

The Survey Superintendent will obtain from the Revenue Commissioner exact particulars regarding the lands classed as sugarcane tracts entitled to hot-weather supply at the last settlement, and also regarding the lands on which sugarcane had been actually cultivated at any time since the settlement. The Chief Engineer (Irrigation) will then be consulted and a decision arrived at as to the lands which may be given the assurance (or guarantee) of hot-weather supply, at the resettlement, along with the concession of rebate attached thereto as explained above.

G.O. No. 4860-4—L. R. 41-19.16, dated 6th October 1920.

FOREST.

Fuel supply in Bangalore City.

SALE THROUGH CO-OPERATIVE SOCIETIES.

In view of the hardships felt by the population of the City of Bangalore due to the scarcity of fuel which has been partly caused by the demand of the Sandal Oil Factories in which the department is indirectly interested, the Forest Department should make the necessary arrangements to supply fuel at a rate not exceeding Rs. 10 per ton delivered at the City Railway Station, Bangalore. The fuel will be sold through Co-operative Societies on the following conditions :—

(1) Weekly or fortnightly supplies of fuel will be made by the Conservator of Forests on departmental indents to Co-operative Societies recommended by the Registrar of Co-operative Societies at a rate not exceeding Rs. 10 per ton delivered at the Bangalore City Railway Station.

(2) The Societies will take delivery of the fuel, cart it from the Railway Station, stock it, and sell it to the public including persons who are not members of Co-operative Societies.

(3) The fuel will be sold by Co-operative Societies at cost price, the cost including the expenditure incurred by the societies in transporting the fuel, stocking it and maintaining proper establishment. Where the societies apply for it, the Registrar is empowered to grant them credit for the cost of one supply the amount being repaid before the 2nd is made to them.

(4) The fuel will be supplied to the public according to the actual needs of each household but suitable precautions should be taken to see that the concessions are not taken advantage of by persons who may buy the fuel only to dispose of it at a profit.

The Registrar of Co-operative Societies is requested to take steps to give effect to the scheme as early as practicable.

G.O. No. R. 3403-5—Fl. 147-19-23, dated 7th September 1920.

Village Forest Panchayats.

FUNDS TO BE DEPOSITED IN VILLAGE CO-OPERATIVE SOCIETIES.

The Revenue Commissioner in Mysore states that under Rule 19 all realisations from the sale of grass and other forest produce have to be deposited in the Government Savings Bank in the name of the Panchayat

and that great inconvenience is felt by the Panchayatdars in conducting transactions at the Treasury, and recommends that the rule may be modified so as to permit the Village Forest Panchayats to deposit their realisations which are necessarily small in Village Co-operative Societies.

A provision as below shall therefore be added to Rule 19 of the Rules for the management of Village Forests :—

" Provided, however, that it shall be competent to the Deputy Commissioner to authorize the Panchayat to place its funds in the local Co-operative Society in cases where the taluk headquarters is more than five miles distant from the village and the amount is less than Rs. 100."

G.O. No. R. 3455-66—Ft. 150-19-6, dated 8th September 1920.

Honge seeds and leaves.

EXCLUDED FROM THE LIST OF MINOR PRODUCE.

It is desirable in the interests of the agricultural population to exclude both *honge* seeds and leaves from the category of minor forest produce. They should be sold in future as an independent item by the Forest Department preferably to ryots.

G.O. No. R. 3938-47—Ft. 176-19-4, dated 18th September 1920.

PRISONS.

Jails and Lock-ups in the State.

GOVERNMENT REVIEW ON THE REPORT FOR 1919.

The year under report opened with a balance of 1,256 prisoners of all classes confined in the Jails and Lock-ups of the State and the admissions during the year numbered 13,878, giving a daily average of 1,336·71 against 1,203·37 in the previous year. Out of these 13,791 were discharged leaving a prison population of 1,343 at the close of the year.

Government are glad to note that the number of juvenile admissions which had risen from 19 in 1917 to 68 in 1918, decreased to 35 during the year under report, and that the number with previous convictions also decreased to 6 from 11 in the preceding year.

Out of 1,865 prisoners admitted into the two Jails, 1,587 were convicts with a term of imprisonment under one year. Government would like to impress once more upon the Magistrates the desirability of their utilizing the provisions of Section 562 of the Criminal Procedure Code more largely than they have been doing at present.

The gross expenditure incurred on the department during the year under report was Rs. 1,56,979-2-1 against Rs. 1,15,350-10-6 or Rs. 117-6-11 per head of average strength against Rs. 95-13-8 per head during 1918, the increase being due to the abnormally high prices of articles of clothing and foodstuffs prevailing during the year under review. The cash earnings of prisoners amounted to Rs. 14,015-12-11 against Rs. 19,772-6-7 in 1918, or an average of Rs. 10-7-9 against Rs. 16-6-11 in the previous year. The decrease in the cash earnings of prisoners is said to be mainly due to the high prices at which raw materials required for manufactures had to be bought and the consequent diminution of sales in the manufacturing department of the two Jails. The explanation however is not satisfactory. The Inspector-General of Prisons is requested to take suitable action to increase the cash earnings of prisoners. The average net cost of maintenance of convicts in the Jails was Rs. 98-2-10 per head of average strength against Rs. 69-3-5 in the previous year. The average net cost per head in the Lock-ups was Rs. 126-11-10 as against Rs. 109-9-4 during the previous year.

The expenditure incurred and the income derived under the head "Industries" in both the Jails during the year under report amounted to

Rs. 24,967-9-8 and Rs. 31,839-11-1, respectively, the corresponding figures for the year 1918 being Rs. 24,692-10-10 and Rs. 36,479-15-2. The decrease in the income is probably due to smaller output on account of the slackness of the demand. Every attempt should be made to secure an increased sale of Jail goods. The subject of improving the industries now carried on in the two Jails and maintaining them in a satisfactory condition so as to be remunerative to Government and of utility to convicts employed upon them is engaging the attention of Government. The Superintendent of the Bangalore Central Jail was recently deputed to visit the Jails at Vellore, Salem and Coimbatore in the Madras Presidency to study the manufactures carried on in those Jails. The proposals submitted by him together with those regarding the revision of establishment of work instructors are under the active consideration of Government.

At the beginning of the year there remained in all the Jails and Lock-ups of the State a total number of 419 under-trial prisoners. Nine thousand eight hundred and five were admitted during the year, making a total of 10,224 prisoners, against 8,221 in the previous year. Of these, 9,740 were discharged leaving a balance of 484 at the close of the year. In this connection it is to be observed that the average period of the detention of prisoners awaiting trial before Sessions Courts and Magistrates has not been shown in the report under review. Government desire that this information be furnished in future reports.

The health of prisoners in the Jails and Lock-ups of the State was good throughout the year. The aggregate number of prisoners admitted into hospital fell from 844 to 617 during the year under report and the daily average number of sick decreased from 27·23 to 14·92. The number of deaths has similarly decreased from 47 in 1918 to 17 in the year under report, owing perhaps to the absence of epidemic diseases.

The most important events of the year were the special releases on the 19th and 29th July 1919 on account of the Signature of Peace and the birth of a son to His Highness the Yuvaraja of Mysore. Altogether 290 prisoners were released in connection with these auspicious events and those that remained in the Jails and Lock-ups were given special remissions under the rules.

The Inspector-General of Prisons brings to the notice of the Government the necessity for separate accommodation for under-trial prisoners in the Mysore Jail and in some of the Lock-ups of the State. He is requested to submit suitable proposals in the matter.

The number of convicts released under remission rules was 233 against 189 in the previous year. It is satisfactory to find that the practice of

mustering prisoners and explaining to them the benefits of the remission rules has been adopted in the Bangalore and Mysore Jails as suggested in the previous year's review and that the benefit of the system is appreciated by all the convicts, which has resulted in a fall in the number of prison offences.

With regard to religious and moral instruction, the report is silent as to the nature of the arrangements made, in consultation with the Inspector-General of Education, for imparting such instruction to the prisoners in a systematic manner. There is much scope for improvement in this direction and Government trust that early action will be taken in the matter.

Government are glad to note that the two non-official visitors appointed to the Mysore Jail visited the Jail, but they regret that none of the non-official visitors visited the Central Jail, Bangalore, and that a few only of the *ex-officio* visitors performed their duty in this respect. The lack of interest shown by the vistors was noticed by Government in their review of last year's Administration Report. Government desire to impress upon the visitors once more the importance of their periodically visiting the Jails and hope that they will evince greater interest in this respect than they have done in the past. The Inspector-General of Prisons is requested to report, for the information of Government, the names of such of the *ex-officio* visitors as have failed to visit the Jails and the Lock-ups during the year under report.

G.O. No. 5750-63 Pris. 48-19-7, dated 11th September 1920.

SANITATION.

Vital Statistics.

Health Officers entrusted with the work of compilation.

The compilation and review of vital statistics is one of the important duties of a Health Officer and there should be no difficulty in having the same prepared, since the Health Officer is assistant to Deputy Commissioner in sanitary matters.

The Health Officers whether they are part-time or whole-time Officers should accordingly attend to this work and the Deputy Commissioners may, if necessary, place one of the clerks engaged in this work in their office under the orders of the Health Officers for the purpose. The Health Officers should not only review the quarterly returns, but should also prepare annual returns and reviews thereon.

Copies of these quarterly and annual reviews of the District Health Officers with the remarks of the District Boards, if any, should be invariably submitted to Government through the Sanitary Commissioner in Mysore as early as possible after the District Board meeting, before which the returns are placed.

G.O. No. 7170-230—Sany. 26-20-11, dated 1st October 1920.

Sanitary Administration.

Review on the report for 1919.

Vital Statistics.—The total number of births in the State was 82,550 or 14·47 per mille of the population, as against 97,609 or 17·10 per mille in 1918. The highest birth-rate for the year *viz.*, 16·96 was recorded in the Tumkur District and the lowest 12·38 in the Mysore District.

The total number of deaths during the year was 93,793 or 16·44 per mille of the population, as against 343,948 or 60·28 per mille in the preceding year. The great disparity in the figures is largely due to the unprecedented mortality from influenza during 1918.

It is one of the principal duties of District Sanitary Officers to see that vital statistics are properly collected and a correct record of them is maintained. Orders will separately issue regarding the control to be exercised by these officers in the matter.

The suggestion of the Officiating Sanitary Commissioner in regard to the opening of Municipal Depots for the supply of pure milk as a measure calculated to reduce infantile mortality and the appointment of Indian Lady Health Visitors to educate women in nursing and bringing up infants, is commended for the consideration of the larger Municipal councils.

Cholera.—The total number of deaths from cholera was 2,306 as against 3,158 in 1918. The largest number of deaths *viz.*, 904 or '16 per mille of population was in the Kolar District.

Small-pox.—There was a high mortality of 14,502 from small-pox during the year as against 4,442 in the previous year. The total number of vaccinations done was 168,493 as compared with 101,613 in 1918, the increase being due to better organization resulting from the appointment of full time Deputy Inspectors and closer supervision over the work of the vaccination staff.

Plague.—The total number of plague attacks and deaths for the year was 6,485 and 4,871 against 8,846 and 6,313 respectively in 1918. The largest number of deaths *viz.*, 1,419 was in the Bangalore District. The number of inoculations performed was 23,048 as against 37,083 in the previous year. Evacuation, disinfection and inoculation were, as usual, the measures adopted to check the spread of the epidemic.

Influenza.—There was fortunately no recrudescence of influenza in a pandemic form as in the preceding year. But mild outbreaks occurred in the Kolar Gold Fields and in parts of the Chitaldrug, Kadur, Tumkur, Mysore and Hassan Districts. Medicine Depots were opened and other relief measures were adopted as in the previous year. Leaflets in English and Kannada and Hindustani on precautionary and remedial measures against the disease were widely distributed. A stock of anti-influenza vaccine was obtained from the Research Institute, Kasauli, and supplied to the Health Officers.

Malaria.—Malaria in an epidemic form broke out during the year in the Tiptur town, affecting nearly 60 per cent of the population. A detailed investigation into the causes of this outbreak was made and suitable remedial measures were recommended to be carried out by the Municipal Council.

The anti-malarial measures adopted in the State were the removal of rank vegetation, filling in or draining of stagnant pools and oiling of pools and of wells in disuse, etc.

The Central Sanitary Board and Sanitary Works.- The Board advised on 17 schemes, estimated to cost Rs. 5,98,142 consisting of water-supply projects, improvement of drainage and construction of certain buildings.

The expenditure on works of a sanitary nature incurred by the several agencies during the year is shown below :—

	Rs.	A.	P.
(1) By Municipalities	64,502	0	0
(2) By the City Improvement Trust Board, Mysore.	1,78,153	4	0
(3) Do. do. Bangalore.	11,788	0	0
(4) By Public Works Department	17,579	0	0

Village Sanitation.—The provisions of the Village Sanitation Regulation were introduced during the year into 425 villages and separate places for storing manure were set apart in 407 villages.

About 1,104 villages were brought under Village Improvement Committees during the year. The main item of sanitary work undertaken by these Committees was the construction or improvement of wells, the number newly sunk during the year being 306 and those improved 121.

Malnad Improvements.—In 272 villages in the malnad, lantana and rank vegetation were cleared at an estimated cost of Rs. 24,317. Sixty-two wells were newly sunk and six old ones improved. Medical relief and sanitation formed the cheif items in the programme of work of the Malnad Improvement Committees. As it was felt that the plan of work and the organization for carrying out the scheme for Malnad Improvement was in need of revision in particular points, Government passed an order on 12th December 1919, reconstituting the Central Committee with a Member of Government as President and certain Heads of Departments as members and directing that the said Committee should meet once in three months at the head-quarters of one of the three Malnad Districts or at Bangalore. The first meeting of the reconstituted Central Committee was held in Bangalore in March 1920. The appointment of Special Revenue Officers for looking after Malnad Improvement work was done away with and the work was ordered to be carried out by the Sub-Division and other Revenue Officers as part of their normal work. Instructions were also issued that attention should be concentrated on particularly insanitary areas, so that the available funds might be employed to the best advantage.

Medical Inspection of School Children.—16,104 school children were treated during the year in various places where dispensaries exist and 13,845 were cured.

Miscellaneous.—Thirty-one towns and 23 villages were inspected by the Sanitary Commissioner during the year and 447 towns and villages by the District Health Officers.

G.O. No. 8479-90—Sany. 19-20-4, dated 26th October 1920.

EDUCATION.

The Indian Institute of Science.

SCHEME OF SCHOLARSHIPS FOR POST-GRADUATE STUDIES.

The question of utilizing the Indian Institute of Science in such a way as to obtain the greatest amount of assistance possible in the investigation of chemical problems connected with industrial development in the State and training for such work has been under consideration of Government for some time. So far there has not been any regular scheme of scholarships instituted for persons desirous of pursuing post-graduate studies or conducting research work in the Indian Institute. The main items of work undertaken by the Institute are:—

(i) Investigation of chemical and other problems connected with the utilization of raw materials and other resources of India for industrial purposes.

(ii) Training of students in advanced methods of research work and its application to industries and,

(iii) Assistance to industrialists in carrying on investigations and training men to be employed in such industries.

Government consider that the facilities at present afforded in the Institute should be availed of as largely as possible and accordingly direct that six scholarships be awarded each year to students desirous of undergoing post-graduate study or conducting research work at the Institute in the subjects that may be selected by Government from time to time and may be notified. The value of the scholarships will be fixed at Rs. 50 per mensem during the first year, Rs. 60 per mensem during the second, and Rs. 75 per mensem during the third year. The selection of candidates will be made by Government on the recommendation of Committees constituted for the purpose. The scholars under training will be under the administrative control of the Director of Industries and Commerce who will keep himself informed of the progress made by the scholars.

Government consider that in addition to the scholarships, facilities should also be afforded to persons for carrying on investigation at the Institute into the possibilities of the development of industries in the State. The form of facilities to be given and the conditions of grant of the same will be settled in each case, in consultation with the Director of the Institute.

G.O. No. 1992-5—Edn. 3-19-16, dated 24th August 1920.

Aided Schools.

Institution of a Provident Fund for their Employees.

Rules.

Name of the Fund.—The Fund shall be called 'The Mysore State-aided Schools' Provident Fund'.

Extent.—It extends to all the State-aided Schools in the Mysore State.

Commencement.—It shall come into operation from the 1st January 1921.

Definitions.—In these rules the term, 'State-aided Schools' means and includes the schools given in schedule A hereto appended* and those that may be added thereto from time to time with the previous sanction of Government.

'Employees' means and includes teachers, pandits, instructors, writers, librarians and all other full time employees in the State-aided schools to whom the benefit of the Fund may in accordance with these rules be applied but shall not include those whose salary is less than Rs. 8 per mensem, or Europeans.

'Controlling authority' is the authority in whom the administration of the Fund shall for the time being vest or to whom the same may be delegated by Government.

Object of the Fund.—The object of the Fund is to enable the employees of State-aided Schools to make suitable provision for themselves and their families.

Membership.—(i) Subscription to the Fund shall be compulsory in the case of all permanent employees entering service after the 1st January 1921. (ii) Subscription to the Fund shall also be open to (*a*) persons holding temporary appointments and (*b*) those who joined the service of the school prior to 1st January 1921 and continue in service provided that in the case of persons referred to in (*a*) the Manager of the Institution certifies that they are likely to be continued in service for at least 3 years and in the case of persons referred to in (*b*) they elect in writing before 1st April 1921 to become subscribers to the Fund.

Rate of Subscription.—The monthly rate of subscription shall be 6¼ per cent of the amount of the substantive pay of the employee excluding remuneration for special occasional services or acting and personal or other allowances and shall remain fixed throughout the financial year, that is to say, shall not be variable later on during the year on account of any increase or decrease in the rate of substantive pay of the employee, any increase or decrease in the pay being taken into account for fixing the rate of subscription from the commencement of the next financial year.

* Not printed here.

Contributory.—The Management of the school and the Government will each contribute on behalf of the subscriber a sum equal to one-half of the subscriber's contribution.

The employee's subscription will be deducted each month from his pay and paid into the Treasury to his account by the Management along with its own contribution, while the contribution from Government will take the form of a single contribution at the time the employee retires or for other legitimate reasons withdraws his deposit, equivalent to one-third of the amount standing at his credit.

Subscriptions during absence on leave of any kind shall be optional. If, however, the employee elects to subscribe the Government and the Management will be bound to contribute in the proportion referred to above and the rate of subscription shall be calculated on the salary allowed to the employee during such period.

Interest at the rate of 4 per cent will be allowed on the employee's subscriptions as also on the contribution made thereto by the Management. Government reserve to themselves the right to alter at any time the rate of interest payable on the subscriptions.

The subscriptions and contributions received under the foregoing rules will be credited on the books of Government to an account named the State-aided Schools Provident Fund. The general administration of the Fund shall vest with Government in the Education Department who may delegate all or any of the powers vested in them to any officer of Government. No withdrawal of any part of the deposits or the payment of any Government contribution will be allowed without the sanction of Government or the officer to whom this power may from time to time be delegated.

Management of the Fund.—The Fund will be worked as part of the Government Savings Bank system an account being opened for each subscriber. The teacher's contribution and that of the Management will be paid into the nearest Taluk Treasury for credit to the individual accounts to be opened in the Government Savings Bank there.

Withdrawal on retirement or death.—(i) An employee who retires after 10 years' approved service or whose services are terminated for no fault of his will be entitled on retirement or on the termination of his services to receive—

(*a*) his own subscriptions till then given ;

(*b*) the contribution made on his behalf by the Management : and

(*c*) the Government contribution. Together with the interest that had accrued on the aggregate amount calculated up to the end of the half year immediately preceding the date of retirement or termination of services as the case may be.

(ii) In the case of voluntary retirement after 5 years and before the completion of 10 years' approved service an employee will be entitled to receive,

(*a*) his own subscription paid till then ;

(*b*) half of the contribution made by the Management together with interest calculated as above on both.

(iii) Death or any permanent physical unfitness occurring within 5 years' service will however entitle the employee or his heir to the full benefit of the Fund, that is to say, his own subscription and the contribution made on his behalf by the Management and Government and interest as calculated above on all.

(iv) In the case of voluntary retirement before the completion of 5 years' service or of dismissal for dishonesty, incompetence, misconduct or gross insubordination, an employee will only be entitled to get back his own subscription up to the date of retirement or dismissal together with interest thereon calculated as above.

After he has completed 30 years' service a subscriber's payments and also the contributions paid on his behalf by the Manager shall cease and the sum to be paid him on retirement shall be the amount to his credit on the date of completion of 30 years' service, the Government's contribution and the interest on the whole amount up to the end of the half year preceding the retirement. 30 years' restriction will not however apply to those already in service.

On opening an account in the Fund each subscriber shall furnish to the Management a certificate in the prescribed form giving the name of one or more persons to whom he desires that in the event of his death the whole or any portion of the amount due to him from the Fund shall be paid and he may at any time revise the certificate and all certificates in force shall be duly registered by the Management in a register kept for the purpose. A subscriber shall be at liberty to nominate any person or persons, whether his natural heirs or other relations who in the event of his death shall receive the amount due under the rules; in case more than one person is nominated the proportion in which the amount is to be divided among them should also be specified; where the nominee is a minor a guardian shall also be appointed who may receive the money on behalf of the minor. A subscriber shall be at liberty to change his nominee or nominees as often as he pleases but only the person or persons last registered in the books shall be recognized for purposes of this Fund.

In the event of a contributor's death before or after retirement but before the money has been handed over,

(*a*) it will be divided in accordance with any nomination that may have

been registered under Rule 16 and the receipt signed by the registered nominee or nominees shall be a full and valid discharge.

(6) In the absence of any nomination it will be paid to the legal representatives of the estate as determined by a civil court of competent jurisdiction, provided that if the sum remaining to be paid to the depositor does not exceed Rs. 500 it may be paid to such person or persons as the controlling authority may consider to be entitled thereto.

No payment shall be made to or on account of any subscriber until any debt that he may owe to the school has been paid but no debt shall be contracted on the security of the provident contributions.

When the pecuniary circumstances of the subscriber warrant it, a temporary advance not ordinarily exceeding 3 months' pay may be allowed from the sum at the credit of the subscriber at the discretion of the controlling authority. The following may be recognised as legitimate occasions for advance :—

(i) to pay expenses incurred in connection with the illness of the subscriber or a member of his family.

(ii) to pay for the passage of any member of the subscriber's family coming from beyond the sea to join him or requiring to make a journey beyond the sea from urgent cause.

(iii) to pay expenses in connection with the marriages, funerals or ceremonies which by the religion of the subscriber it is incumbent upon him to perform and in connection with which it is obligatory that expenditure should be incurred.

Advances will be recovered at the discretion of the controlling authority in not less than 12 monthly instalments nor more than 24. A subscriber may however at his option make payment in less than 12 instalments or may repay 2 or more instalments at the same time. Recoveries will be made monthly commencing from the 1st payment of a full month's salary after the advance is granted but no recovery will be made from the subscriber while he is on leave of any kind. The instalments will be paid by compulsory deductions from salary and will be in addition to the usual subscription.

All lapses from the contributions except the amount paid by the Management shall be added on to the Fund and the amount refundable to the Management in such cases shall be the amount contributed by them together with interest thereon at 4 per cent per annum.

G.O. No. 2792-3 Edn. 27-11-8, dated 11th September 1920.

Foreign scholarships and deputations.

FURTHER INSTRUCTIONS.

In Government Order No. 11121-94—Edn. 5-19-119, dated 25th May 1920 (printed on page 574 of Vol. IV of this journal), revising the scheme of Foreign Scholarships and deputations no date has been fixed for the submission of proposals by the Heads of Departments, every year, for the deputations of officers of their departments and the details of information which should be submitted with such proposals have also not been prescribed. With a view to facilitate the disposal of such proposals in time, Government direct that in future proposals in regard to departmental deputations be submitted before the 15th February every year.

Heads of Departments are requested to furnish with these proposals full details regarding the age, qualifications, service, the nature and duration of the course of training proposed, the allowances proposed to the Officer during the period of deputation, the departmental requirements in respect of which the deputation is proposed and other necessary details.

G.O. No. 7350-410—G.M. 100-20-1, dated 2nd October 1920.

Development of English education in rural schools.

GOVERNMENT ORDER.

The Inspector-General of Education has brought to the notice of the Government the difficulty in regard to the opening of English classes in rural areas on the grant-in-aid system consequent on the abolition of fees in Government and aided schools and recommends that all existing rural Anglo-Vernacular schools may be converted into Government institutions and that in future Government Anglo-Vernacular schools should be started instead of rural Anglo-Vernacular Schools under Grant-in-aid system. Government direct that no fees be levied in the single teacher rural Anglo-Vernacular aided classes and that, in regard to single teacher aided rural Anglo-Vernacular schools, the whole cost of the teacher may be met by the Government as a transitional measure till the programme of development of Anglo-Vernacular schools in the Educational Memorandum is worked out. The proposal does not involve any extra cost, as the entire expenditure of these aided English classes is already provided for in the budget under Grant-in-aid, but there will be a loss in the receipt side of the budget to the extent of the fee income which would have been collected if the fees in aided rural Anglo-Vernacular classes were not abolished. The Inspector-General of Education is requested to report what would be the amount of fee income which has to be reduced from the receipt side of the budget.

G.O. No. C. 30-38—Edn. 357-19, dated 22nd October 1920.

CO-OPERATIVE SOCIETIES.

The Co-operative Movement.

APPOINTMENT OF A COMMITTEE TO EXAMINE ITS PROGRESS IN THE STATE.

At a meeting of the Legislative Council held on the 25th March 1920, Rajakaryaprasakta Rao Bahadur M. Shama Rao moved a resolution for the appointment of a Committee to review the progress made by the Co-operative Movement in the State, to study the conditions affecting it with special reference to agricultural development and the removal of the indebtedness of the raiyats and to submit recommendations to Government in order to bring about a sound and more rapid expansion of co-operation in future in the State. His Highness' Government recognised the usefulness of an investigation of the kind suggested and promised to take steps for the formation of a Committee for the purpose.

They accordingly constitute a Committee to carry on the investigation. The Committee will be composed as follows :—

1. *Chairman.*—Member of Council in charge of co-operation.
2. *Secretary.*—Registrar of Co-operative Societies.

Members.—(i) The Secretary to Government, Departments of Education and Agriculture.

(ii) The Director of Agriculture in Mysore.

(iii) Rajakaryaprasakta Rao Bahadur Mr. M. Shama Rao, M.A., Retired Inspector-General of Education, and Honorary Secretary of the Bangalore Central Co-operative Bank.

(iv) Mr. M. Karnik Krishnamurti Rao, Landholder, and Vice-President, Provincial Co-operative Bank, Bangalore.

(v) Mr. C. Subba Rao, B.A., B.L., Advocate, and Honorary Secretary, Shimoga Co-operative Bank.

(vi) Mr. Zahiruddin Mecci, B.A., Deputy Commissioner, Kolar.

Steps will be taken to associate with the Committee a leading Co-operator from British India.

The main duties of the Committee will be to examine—

(*a*) the progress of co-operation in the State in all its aspects and stages ;

(*b*) the effects on agriculturists of the heavy indebtedness under which they now labour and the minute sub-divisions into which the

holdings are sub-divided and the influence of the co-operative movement on these factors :

(*c*) the organization, constitution, management, audit and inspection of societies of all kinds, both primary and central ;

(*d*) the development of non-credit co-operation, more especially in connection with agriculture and the smaller industries ;

(*e*) the application of co-operative principles to house-building, cattle-breeding and insurance, dairying and similar other purposes ;

(*f*) the disposal of co-operative disputes ; and

(*g*) any other matter of fundamental importance to the movement.

The Committee will be at liberty to examine such witnesses as it deems fit, obtain such statistics and information as it may require and visit such places and institutions as it may consider necessary.

The Committee is requested to complete their investigation within a period of three months and to submit their report by the 1st January 1921.

All departments and officers of Government are requested to render all the assistance which the Committee may require. The non-official members of the Committee will be paid travelling allowance at rates allowed to Legislative Council members.

G.O. No. 2836-91—E. C. 125-19-4, dated 13th September 1920.

Co-operative Societies.

Profits exempted from payment of Income-tax.

In exercise of the powers conferred by Section 28 (1) (*a*) of the Mysore Co-operative Societies Regulation, VII of 1918, the Government of His Highness the Maharaja remit the income-tax payable in respect of the profits of any Co-operative Society for the time being registered under that Regulation, or of the dividends or other payments received by the members of any such Society on account of profits.

Notification No. 3307-9—E. C. 42-20-3, dated 30th September 1920.

INDUSTRIES AND COMMERCE.

Rules for the grant of Takavi Loans.

RULES 3 AND 5 MODIFIED.

The Industries and Commerce Board are of opinion that the existing rule 1 (3) of the rules providing for the grant of loans for working capital should be retained and that no distinction need be made between new and well-established industries each case being dealt with on its merits. The Board are also not in favour of raising the rate of interest now being levied in the case of these loans. In regard to the period of repayment of hire-purchase and other loans the Board recommend that it may be extended to 7 and 10 years respectively.

Government consider that no extension of time is necessary or desirable in the case of advances for the provision of working capital which should in no case exceed 5 years. They however extend the maximum period of repayment of loans for industrial purposes to 7 years and of loans for agricultural purposes to 10 years with the observation that in all cases in which earlier repayment is possible it should be insisted upon.

As regards the rate of interest, Government are of opinion that, in view of the fact that the value of money has fast gone up, an increase in the rate is indicated. They therefore direct that the rate be fixed at 6½ per cent per annum for the present.

G.O. No. 3702-4—I. & C. 18-19-26, dated 9th October 1920.

AGRICULTURE.

Milch cattle improvement.

Work entrusted to Live-stock Expert.

Government consider that the expert on animal husbandry may be appropriately entrusted with the experiment of breeding good milch cows and accordingly direct that the Committee referred to in Government Order, dated 2nd March 1920 (*vide* page 325 of Vol. IV of this journal), be dissolved and the scheme transferred to the charge of Mr. Davison, Live-stock expert, under the guidance of the Director of Agriculture.

Mr. Davison may select a suitable place for locating the Dairy if he considers the present site not well suited for the breeding of cattle.

G.O. No. 8301-07—Mily., 249-19, dated 21st October 1920.

MISCELLANEOUS.

Ancient Monuments.

INSTRUCTIONS REGARDING THEIR PRESERVATION AND MAINTENANCE.

In Government Order No. 695-734—G. M. 180-07, dated 30th July 1908, the Government issued certain instructions in regard to the care of monuments and other objects of antiquarian or archæological interest in the State and defined the responsibility of the Deputy Commissioners, Public Works Officers and of the Director of Archæology in this respect. These instructions are mainly based on the provisions of Article 314 of the Government of India Public Works Code and prescribe in general terms the responsibility for the care of monuments. The necessity for devoting greater attention to the preservation of ancient monuments, for ensuring their systematic inspection and for preventing wanton neglect in some cases, has been engaging the attention of Government for some time past. The Committee appointed to consider and report on the measures necessary in this behalf has submitted a list of 163 monuments, the conservation of which calls for special arrangements. The Committee has urged also the desirability of enacting a law corresponding to the Ancient Monuments Preservation Act No. 7 of 1904, and the necessity for the provision of larger grants from public funds for the maintenance and special repairs of the monuments.

An analysis of the list submitted by the Committee shows that, out of the 163 monuments enumerated by them, 91 are Muzrai institutions at present in service and under the control of the Muzrai Department, and that only 19 of them have sufficient funds of their own, for their up-keep in good order. Twenty monuments of which 7 are Muzrai institutions in service are being maintained by the Public Works Department. Fifty-nine monuments are neither Muzrai institutions nor are they maintained by the Public Works Department. Of these two, namely, Sir P. N. Krishna Murti's Bungalow at Seringapatam and the Vidya Shankara temple at Sringeri are private property. The lists received from the Deputy Commissioners of districts show, however, that there are a number of other privately owned temples, buildings and inscriptions not included in the Committee's list. It is probable that as a result of further exploration by the Archæological Department, some additions may have to be made to the list. In the interests of all classes of monuments, therefore, the enactment of a special law on the lines of the Indian Act is desirable and necessary steps therefor will be taken in this respect in the Legislative Department.

The Director of Archæology is requested to classify in consultation with the Deputy Commissioners, where necessary, the 163 monuments on the lines indicated in the Government of India Resolution No. 48, dated 21st February 1919, that is, as follows :—

I. Those mouments which from their present condition and historical or archæological value ought to be maintained in permanent good repair.

II. Those monuments which it is now only possible or desirable to save from further decay by such minor measures as the eradication of vegetation, the exclusion of water from the wells and the like.

III. Those monuments which from their advanced stage of decay or comparative unimportance, it is impossible or unnecessary to preserve.

The monuments should also be classified into those which must be annually inspected by an officer of the Archæological Department and those which need be inspected by such officer only once in five years. A list of the monuments showing this combined classification should be submitted to Government before the 30th November 1920.

The Director of Archæology will be responsible as heretofore for exploration and excavation of sites of archæological interest. Deputy Commissioners of Districts and all other officers who come across articles, etc., of archæological or antiquarian interest, not included in the standard list, are requested to communicate their finds promptly to the Director. The Director will then submit to Government his recommendations as to their additions to the list, arrangements for maintenance, etc.

The work to be done in respect of monuments falls under the following heads :—

(1) Protection from (*a*) wanton or ignorant demolition, or (*b*) traffic in and sale of images and other works of antiquarian interest removed from such monuments ;

(2) Conservation from decay ;

(3) Restoration or special repairs including reconstruction of demolished portions or resetting of dilapidated portions in their original setting ; and

(4) Periodical inspection.

(i) Of these, protection requires legislative powers and as soon as the Regulation already referred to is passed, the Deputy Commissioners will be held responsible to enforce the law in this behalf.

(ii) Conservation, *i.e.*, *the ordinary maintenance* and annual repairs of a minor nature, will be attended to by the local Muzrai authorities, in respect of all Muzrai institutions where service is being conducted, and by the local revenue authorities in all other cases. In the case of monuments of special importance and value which are not Muzrai institutions in service whole-time

care-takers may be employed by the Deputy Commissioners, with the concurrence of the Director of Archæology. In every case, the local officers should confine their activities purely to keeping the buildings and premises clean and in good repair and free from rank vegetation, protecting them from the effects of the wind, sun and rain, the ravages of rodents, white ants, etc. In respect of ordinary annual repairs, care should be taken not to interfere with the aesthetic or any special features of the buildings by indiscriminate white-washing, etc. Lump-sum grants as noted in the margin will be placed at the disposal of the Deputy Commissioners, annually, for the maintenance of monuments which are not Muzrai institutions. In the case of Muzrai institutions in service, the expenditure on ordinary maintenance and annual repairs should be met from the funds of the institutions themselves.

	Rs.
Bangalore ..	100
Kolar ...	75
Tumkur ...	100
Mysore ...	250
Hassan ...	200
Shimoga ...	150
Kadur ...	75
Chitaldrug ..	50
Total ..	1,000

(iii) Whenever any special repairs on a large scale are necessary or any construction or alteration whatsoever is involved or a partial or wholesale restoration is proposed, the Muzrai Assistant Engineer in the case of Muzrai institutions, or the local Public Works Sub-Division Officer in the case of others, will prepare an estimate in consultation with the Archæological Draftsman and after a joint inspection of the spot, so that the new work may not detract from the special historic or artistic features of the building and also be in consonance with the general design and spirit of the monument. The estimate thus prepared should, after scrutiny by the superior Officers of the Public Works Department and by the Deputy Commissioner, or Muzrai Superintendent as the case may be, be sent to the Director of Archæology for countersignature and submission to Government in the General Department for administrative sanction and allotment of funds out of the special grant referred to below. No such work should be put in hand without the sanction of Government in the General Department. In cases of emergency, however, where owing to an accident or other unforeseen causes, some work is immediately necessary to prevent a building from further deterioration, the Executive Engineer of the Division should visit the spot with the Director of Archæology and arrange for the immediate execution of the temporary work. The cost of conservation and maintenance of Muzrai institutions in service should be met from the funds of the institutions or from the provincial Muzrai grant.

(iv) Government will make provision from time to time for the cost of special repairs to monuments which are not Muzrai institutions in service and for special watch and ward establishments, if any, when such repairs or establishments are sanctioned.

(v) The Revenue Sub-Division Officers will be responsible for inspecting all the monuments within their jurisdiction once a year and submitting a report of inspection in respect of each institution to the Deputy Commissioner for scrutiny and transmission to the Director of Archæology. The Director of Archæology, his assistant, or the Archæological draftsman should also inspect annually each of the monuments selected for annual inspection and should also inspect at least one-fifth of the number of the monuments listed for quinquennial inspection. A programme of such inspections should be prepared in advance and submitted to Government for information and record in June every year. The results of the inspection should be communicated to the Deputy Commissioner within one month of the visit. The Director of Archæology is requested to suggest two forms—one for use during such inspections by the Revenue Sub-Division Officers and another for use by Archæological Officers.

Government note that the two private monuments are in the custody of the two premier Jahgirdars in the State and they have no doubt that they will make all the necessary arrangements for the satisfactory preservation of these and other monuments in their possession. The Director of Archæology is requested to inspect these monuments once a year in consultation with the Jahgirdars and to give them all necessary expert advice in regard to their maintenance, repairs, etc.

G.O. No. G. 6045-105—G. M. 194-17-8, dated 14th September 1920.

Fifth Quinquennial Cattle Census.

To be taken along with the General Census.

Government direct that the Fifth Quinquennial Census of the Agricultural stock in Mysore, be taken along with the ensuing Preliminary General Census, so that the enumerators and supervisors employed for the General Census may be available for this work also, thereby, securing without much additional cost, more correct statistics than could be collected through the ordinary village agency.

The Revenue Commissioner is requested to take prompt steps, in consultation with the Census Superintendent, for effecting the necessary modifications in the schedules prescribed for the previous Cattle Census of 1915-16, so as to embody all the information required for the preparation of the consolidated returns required by the Director of Statistics in India, a copy of the revised return being submitted for the approval of Government.

G.O. No. R. 4140-99—R. M. 7-20-9, dated 22nd September 1920.

The Economic Development Boards.

TERM OF ELECTED MEMBERS FIXED AT TWO YEARS.

At present the elected members of the several bodies hold office for one year only and this period is represented as being too short for the members to do any useful work for the Boards on which they are expected to serve. Government accordingly direct that the period of appointment of the members elected in future be fixed at two years. As the term of the present members will expire in January 1921 fresh elections will be held during the ensuing Representative Assembly Session and thereafter by the various bodies empowered to return members to the bodies concerned and the newly elected and nominated members will hold office for a period of two years from 1st January 1921.

G.O. No. 3124-83—Ec. 58-20-1, dated 23rd September 1920.

Levy of Income-tax.

GOVERNMENT ORDER ON MERCHANTS' REPRESENTATIONS.

Government have carefully considered the several representations made by the deputation of merchants of Mysore and are pleased to record their replies and observations in regard to each one of them as noted in the memo annexed to this order.

Necessary further instructions based on the above observations will be issued by the Commissioner of Income-tax.

Annexure.

Representation.	*Reply.*
1. Accounts are asked for 1919-20. Many tenderers have not maintained any accounts, while those who have maintained some sort of accounts find it difficult to prepare a correct return.	The return of income for 1919-20 is for the purpose of making a preliminary assessment of the tax for 1920-21. When the final accounts for 1920-21 are available, necessary adjustments in the tax will be made with reference to the actual income for the year. So the Income-tax Department will be satisfied if, in such cases, reasonably approximate accounts are submitted. If there appears to be a great disparity between the return submitted and what is believed to be the true income, the Income-tax Collector will send for the parties and if the parties assure the Collector that the return already submitted represents the true income, such assurance will ordinarily be accepted.

2. The form of notice referring to penalties in case of submission of inaccurate returns is unduly severe.

The form of notice follows the wording of the Regulation: in actual working there will be no severity.

3. Interest on one's own capital put in business should be deducted from profits.

There is no justification for this. If the interest is deducted from the "profits of the business" it will still have to be taxed under "other sources."

4. Members of the family who work in a shop are not given any salaries, but their expenses have to be met. No allowance is also made for expenditure of a charitable nature. To meet all these a rebate of 25 per cent of the profits should be allowed and tax levied only on the balance or the first 2,400 rupees may be excluded from taxation.

This is not possible under the Regulation. The Regulation follows the lines of the British Indian Act, but the rates of tax in Mysore are very much lower than in British India. If rebates are to be allowed it may be necessary to raise the rates of taxation. The point will however be noted for consideration when the Regulation is next taken up for amendment.

5. Tax should not be levied on the rental value of the house occupied by the owner.

There is no reason to exempt the income from investments in the shape of house property. The point is however noted for consideration when the Regulation is taken up for amendment.

6. It appears that stamp duty at the rate of one rupee or eight annas will have to be paid in respect of appeals and petitions in regard to Income-tax matters. It should be ordered that no stamp duty need be paid.

This cannot be done as stamp duties are levied by law for purposes of revenue. In prescribing a schedule of rates moderate rates of duty will be fixed.

7. The provision regarding a fine of Rs. 10 per day in case returns are not submitted should be held in abeyance for two years.

This is not possible. A penal provision is necessary, but it will be worked only in a considerate manner. It is only in case of persons who are recalcitrant that there will be any necessity to prosecute. Prosecution will be ordered by high officials and only First Class Magistrates will ordinarily try cases.

8. The assessees in Mysore City should not be asked to pro-

The Special Collector will spend about half the month at Mysore City where he

duce their accounts before the Special Collector in Bangalore.

will have an office. If assessees are called upon by the Special Collector to produce books of accounts he will not require their production in Bangalore but only at Mysore City.

9. There should be a Board of officials to hear appeals from the Commissioner of Income-tax.

This is not necessary. Government is the authority next above the Commissioner and it will be open to assessees to bring up any cases to Government by means of revision petitions.

10. In view of the levy of Income-tax, Octroi duties in Municipalities should be abolished.

This is a matter for consideration and representation through the Municipal Councils concerned.

11. It is not convenient to close the accounts for the official year. Merchants may be permitted to submit their accounts for the calendar year.

Accounts to be submitted for the "previous year" may be either for the previous official year or for the previous calendar year or for the year beginning and ending with yugadi or for the Marwari year beginning and ending with Dipavali as may be elected by the assessees. This is allowed by the Regulation.

12. The Special Collector has, in some instances, refused to give extension of time for submission of returns of income. Extension of time may be given up to end of December.

Extension of time up to the end of November will be given.

13. The forms of return are very complicated and assessees may be permitted to give their total income in a lump sum without details.

It will be sufficient if information as to income under main heads is given. All reasonable help to prepare accounts will be given by the Income-tax staff.

14. Bad debts should be deducted from profits and tax should be levied only on income actually received.

Bad debts when actually written off the accounts may be deducted from the profits. This is provided for in the rules.

Income accrued, but not actually received, will not be assessed unless it has been credited in the accounts.

15. It is a great hardship that the income of Joint-Stock Com-

It is not possible to give up the system of taxation at the source in such cases as

panies is taxed at the maximum rate of one anna and that shareholders who are not liable to be taxed at this rate have to obtain refunds. The income of the individual shareholders only should be taxed or if this is not possible at least arrangements may be made to grant refunds on applications sent through the companies concerned.

that would result in a considerable amount of income escaping taxation ; but endeavours will be made to have the refund procedure simplified as much as possible. There would be no objection to refund applications being entertained if sent through the Companies concerned.

G.O. No. 26-28—I. T. 17-20, dated 20th October 1920.

THE PUBLIC SERVICE.

Service Associations.

FURTHER RULES.

The following additional rule is issued as Section (vi) of Rule 29 A of the Rules of Conduct of Public Servants, to regulate the relations of superior officers of Government with Associations comprising their subordinate officers to whose class they do not themselves belong.

"A superior officer should not accept office as part of the executive of, or direct the proceedings in, an Association of public servants to whose class he does not himself belong."

G.O. No. 420-473—E. A. G. 419-20-6, dated 6th September 1920.

Government Officers.

INSTITUTION OF A PROFICIENCY TEST IN KANNADA.

Government consider it necessary that officers of Government in all departments, on pay exceeding Rs. 100 per mensem whose mother-tongue is not Kannada should have sufficient proficiency in the language of the State, *i e.*, Kannada, and accordingly direct as follows :—

Indian Officers of all departments whose mother-tongue is not Kannada should pass the Kannada examination prescribed for the Mysore Civil Service.

European Officers and Officers of other foreign nationality should pass the same examination with the exception of Kannada manuscript reading.

This rule will be applicable to all new recruits and to officers now on probation pending confirmation. Officers already in permanent service will be exempt from the examination above prescribed if they are not required by the existing rules to pass such an examination, but they should acquire in due coure a colloquial knowledge of Kannada to enable them to converse with the people with whom they come in contact during the discharge of their official duties.

G.O. No. 493-538—E. A. G. 489, dated 9th September 1920.

PART II.

Books, Pamphlets, etc., issued by Government Departments (Mysore.)

Mysore Rail-borne Trade Report.

The review of the foreign rail-borne traffic for the year 1919-20 has just been published. The figures have been brought up to the close of the 31st March 1920 and give full information regarding the places of origin of imports and the destination of exports according to the divisions of the Trade statistics. A railway map, a few pictorial and linear graphical charts in colours, as well as numerous tables showing the particular phases of trade since 1914, are also added. The report comprises 278 pages of statistics and for the benefit of our readers, we give below a few tables bringing forth the salient features of the year's agricultural conditions and trade development.

Agricultural Statistics.

		1919	1918	1917
Rainfall	(inches)	40·56	29·24	43·09
Area of the State	(acres)	...	1,88,61,218	...
Net area cropped	,, ...	61,98,407	59,09,413	64,59,142
Area irrigated	,, ...	9,15,779	10,69,035	10,01,150
Area under Rice	,, ...	7,61,807	6,34,456	8,18,347
,, Wheat	,, ...	4,603	3,783	4,986
,, Cholum	,, ...	6,75,293	6,60,533	6,08,001
,, Ragi	,, ...	23,03,407	19,66,411	23,17,396
,, Horse-gram	,, ...	8,15,792	8,83,197	7,34,349
,, Sugar-cane	,, ...	34,057	40,594	44,328
,, Cotton	,, ...	1,47,280	1,25,125	1,55,657
,, Coffee	,, ...	1,06,267	1,10,066	1,08,175
,, Tea	,, ...	96	2,380	215
,, Fodder crops	,, ...	30,053	59,604	38,018
,, Potatoes	,, ...	5,384	4,739	4,072
,, Cocoanut	,, ...	1,16,040	1,09,816	98,197
,, Arecanut	,, ...	34,967	38,319	64,255
,, Mulberry	,, ...	30,316	45,766	21,780

Trade Statistics.

The total trade of the State during the year was valued at 26·84 crores of rupees, as against 24·30 crores of rupees in 1918–19 and as against the previous four years' average of 17·84 crores of rupees. The trade in merchandise was worth 23·75 crores of rupees and that in Treasure 3·08 crores of rupees.

The value of the imports rose from 12·54 crores to 13·38 crores of rupees by 7 per cent. The value of the exports rose from 11·76 crores of rupees to 13·45 crores of rupees by 14 per cent.

Compared with the previous year, merchandise was imported 9 per cent more, and treasure 34 per cent less. Under exports too, merchandise was 19 per cent more and treasure 1 per cent less.

The total weight of merchandise transported during the year by rail was 150·93 lakhs of maunds as against 159·63 lakhs of maunds in 1918-19. The imports alone were 105·93 lakhs of maunds as against 104·66 in the previous year, but the weight of the exports decreased from 54·97 lakhs of maunds to 45 lakhs of maunds.

	Imports.				Exports.			
	1919-20.		1918-19.		1919-20.		1918-19.	
	Maunds in lakhs.	Rs. in lakhs	Maunds in lakhs.	Rs. in lakhs	Maunds in lakhs.	Rs. in lakhs	Maunds in lakhs.	Rs. in lakhs
Yarn and Textile fabrics...	2·13	364·04	2·03	352·01	·98	155·29	·86	129·52
Food grains ...	21·35	202·71	19·48	155·34	4·17	37·69	10·99	55·48
Chemicals, etc. ...	·32	90·06	·53	82·02	·07	75·61	·10	63·64
Oils ...	5·00	67·97	4·18	57·32	7·08	104·10	6·92	57·79
Spices ...	1·33	34·26	1·55	37·46	2·26	73·61	1·62	60·64
Tobacco ...	1·02	42·00	1·68	57·93	1·41	82·88	1·14	64·05
Textile materials (raw) ...	·77	34·61	·72	43·45	1·24	115·91	1·53	153·53
Fruits and Vegetables ...	1·61	24·19	2·02	26·80	5·77	46·24	4·85	40·42
Hides and skins (raw) ...	·66	33·58	·74	15·64	·95	65·07	1·08	28·55
Sugar and Jaggery ...	1·36	27·82	1·45	18·55	4·38	57·73	4·60	39·43

Trade Facilities.

The Mysore Bank, which is the premier banking institution in the State as well as other indigenous organizations, have been giving much financial assistance to merchants, as may be seen from the following table :—

	1919-20. Rs. In lakhs	1918-19 Rs. In lakhs	1917-18 Rs. In lakhs
Loans	281	238	59
Cash credits	244	234	101
Overdrafts	...	...	48
Bills discounted..	28	27	16
Hundees	...	...	57
Drafts	...	...	52

The large increases in the deposits of the Bank during recent years have placed the Bank on a sound financial basis and have enabled it to be of real service to the mercantile community thus helping to develop in a large measure the commercial prosperity of the State. The trade of the State is rapidly growing in volume, and as observed by the Dewan recently : "although a large part of this increase is explained by the rise in prices within the last five years, there is no doubt that a substantial part of it is due to the enhanced business which is now being carried on in the State, to which the Bank of Mysore has contributed not a little. The increasing importance of the position which Bangalore has come to occupy in the trade of Southern India is a sufficient proof of the assistance rendered by the Bank to promote the commerce of the State."

PART III—Extracts.

CO-OPERATIVE SOCIETIES.

Central Banks.

'FLUID RESOURCE' DEFINED.

[Madras]

The Government have considered the question of the definition of the term 'fluid resource' and the standard of fluid resource to be maintained by Central Banks in consultation with the Accountant-General and are of opinion that the term 'fluid resource' should denote the cash balance on hand with the bank *plus* undrawn cash credit with the Bank of Madras *plus* 80 per cent of the market value (as quoted in the daily papers) of Government promissory notes.

In regard to the standard of fluid resources to be maintained, the Government observe that under existing orders the banks have to maintain 75 per cent of the amounts held in current and savings accounts and 50 per cent of the amount of fixed deposits falling due in the next twelve months. It has generally been felt by co-operators that the above standard is unduly high. The Conference of Bankers which met in February 1919 was also of the same opinion. The Government have accordingly reconsidered the question and have decided that the fluid resource of a bank calculated as in paragraph 1 above should not be less than

(1) 50 per cent of fixed deposits falling due in the next 30 days ;

(2) 50 per cent of current deposits ; and

(3) 25 per cent of savings deposits.

The Registrar of Co-operative Societies is requested to intimate the above decision to the several Central Banks and to see that they maintain this standard. It must be clearly understood that these are absolute minima and that on no account must the resources be further reduced even for the shortest period, while care will have to be taken to raise them to a higher level in plenty of time to meet the maturity of specially heavy liabilities.

The Government understand that in many cases savings deposits are at present withdrawable on seven days' notice which means that there is virtually no difference between such deposits and current deposits. In future a minimum notice of one month should be required for withdrawal of savings deposits from Central Banks.

While submitting the quarterly financial statement of Central Banks in future, the Registrar should append a statement sufficient to convince the Government that the banks have in all cases satisfied the test now laid down. The Registrar will no doubt realize that the reduction in the resources and consequent expansion of business involve increased risk and therefore an obligation on himself and his subordinates in the matter of closer and more frequent scrutiny.

EXCISE.

Excise Administration Report.

REVIEW FOR 1919-20.

(PUNJAB.)

The outstanding feature of the Excise Report of 1919-20, as of that of the previous year, is the enormous rise in excise revenue, An increase of Rs. 25 lakhs in the year under review brought the aggregate receipts up to nearly Rs. 129½ lakhs: and the upward tendency has persisted in the current year during which, it is anticipated, the gross receipts will be double those of the year 1916-17. Of the increase in the past twelve months, nearly Rs. 18 lakhs were due to receipts from auction licences, the consumption of spirits of all kinds being 21 per cent in excess of the previous year. Two other salient features in the report are the facts that, compared with the advance in plain spirit, the expansion in the consumption of the more expensive spiced variety has been twofold, and that liquor of 20 per cent underproof is ousting the less potent quality in popular favour. The question of unifying the strengths at which liquor is issued is under the consideration of the Financial Commissioner.

The consumption of country spirit per head is still small, but it represents an increased consumption of 19 per cent over the figure of the previous year, which was in itself an increase of 14 per cent on that of the year before. The increase has taken place in spite of the price of spirit being higher and the number of shops smaller than last year. The people have had more money to spend on drink and the new freedom of manners has not been without its influence on the drink habit. There are indications that the influences at work have diminished in power during the current year, but the continuous increase of consumption during recent years appears to the Lieutenant-Governor to call for some more drastic measures than those hitherto applied. He understands that the Financial Commissioner has under consideration the extension of the sealed-bottle system and also the possibility of fixing in certain districts a maximum standard of consumption. These measures, if carried out, will serve as an efficient check on the recent tendencies to increased consumption.

During the last 9 years the consumption of Indian-made foreign liquor has increased almost fivefold, while the consumption of imported liquor has declined; but though this expansion of home industries is in itself to be welcomed there is apparently some ground for the complaint that this Indian-made liquor has an unfair advantage over country spirit, and the Financial Commissioner's proposals for dealing with this problem will receive careful consideration. The demand for this form of liquor is a new one, and the anxiety of extra-provincial distilleries to share in the profits of satisfying it raises difficult questions of excise policy. The situation will have to be reviewed by the Minister in charge of Excise under the Reforms Scheme:

meanwhile, His Honour fully endorses the Financial Commissioner's warning of the danger of treating the manufacture of liquor like other industries in which the encouragement of production and consumption is a natural and legitimate policy.

The advice of local bodies has again been helpful in minor excise matters, and the Standing Committee of the Punjab Legislative Council has made a successful start, by discussing a number of questions of general interest. The extension of the sealed-bottle system which owes its introduction to Mr. Bosworth Smith, and has now received the approval of this Committee, has been referred to in paragraph 1 above : effect, too, has been given to the suggestion (also discussed by the Committee) that an experiment should be made in auctioning liquor licences for 3 years instead of one.

A vigorous campaign has been carried on during the year against excise offences, particularly in ten selected districts, and the results, though not indicating any great change in popular propensities, are nevertheless satisfactory. It is too early to estimate the effect of subordinating the excise staff in Lyallpur and Multan to the Superintendents of Police for the purposes of preventive measures, but the proposed extension of the system to other districts should soon put it to the test.

JAILS.

Administration of Jails in Bihar.

RESOLUTION ON THE REPORT FOR 1919.

The daily average number of prisoners rose from 9,200 in 1918 to 9,763 during the year and was greater by about one-third than the average population during the year 1917. Most of the Jails were over-crowded, but the congestion was relieved by the release of 1,620 convicts in connection with the peace celebrations and of 748 Bakr-Id riots prisoners. Seventeen of the forty special class prisoners remaining in confinement at the close of the year have been set at liberty.

In spite of the increase in the number of prisoners, there was a marked decrease in their death rate, which fell from 63·4 to 43·6 per mille and has declined still farther since the close of the year.

The Inspector-General of Prisons comments upon the high percentage (64·33) of prisoners with sentences of three months and less and observes that a short term of imprisonment often has the harmful effect of influencing a casual offender to adopt a life of crime. Nearly half of these prisoners had been convicted of theft and their numbers must be attributed to prevalence of scarcity, to which the increase in the general prison population was also due. In the circumstances an increase in the number of short sentences was inevitable, since it is impossible to punish in any other way persons who are driven to crime by want of food.

The average cost of the maintenance and guarding of prisoners rose from Rs. 112-7-0 to Rs. 142-1-0, while the average cash earnings per head fell from Rs. 12-9-0 to Rs. 6-9-0. The decrease in the earning of prisoners is partly explained by the small percentage of men emloyed on manufacture, 36 per cent against 45 per cent in the previous year. The sudden and unusual rise in the jail population caused great difficulty in finding remunerative work for prisoners in the major industries. The Inspector-General of Prisons should devote his careful attention to the finances of the department. The question of employing a larger proportion of convicts on remunerative labour requires special consideration. Provision has already been made for a more thorough audit of the accounts of the department and proposals are also being matured for reorganizing the factory departments of the Central Jails on a commercial basis.

Measures were adopted to provide facilities for religious ministration for prisoners of the Hindu and Muhammadan communities.

JUDICIAL.

Civil Justice in Burma.

RESOLUTION ON THE REPORTS FOR THE YEAR 1919.

The principal feature of the reports on the administration Civil Justice for the year 1919 was the general increase of litigation. There was an increase of 11·6 per cent in Lower Burma, and of over 21 per cent in Upper Burma, in the number of suits instituted. Th eincrease was general in both parts of the province under all important heads. There can be little doubt that a return of prosperity, especially amongst the agricultural classes, of which there are other indications, is the principal cause of the increase of litigation. There was a very large increase in suits for immoveable property. Mortgage suits declined in Lower Burma, but increased in Upper Burma. Conditions, however, differ in the two parts of the province, and the decline in the number of these suits in Lower Burma and the increase in Upper Burma are both probably due to the same cause, an increase of prosperity amongst the agricultural population enabling debtors in Lower Burma to pay off their mortgage debts, and stimulating in Upper Burma the institution of suits for the redemption of ancient mortgages.

There was a slight improvement in the average duration of contested cases in Lower Burma, but an increase in that of uncontested cases, and in Upper Burma there was an increase in both classes. The Lieutenant-Governor cannot consider the figures at all satisfactory, and in some courts the durations are disgraceful. As the Honourable Judges have pointed out, the improvement shown by some Judges throws into greater relief the failure of other Judges to heed the warnings given last year. The duration in uncontested cases has been steadily rising in Upper Burma, year by year, and is now the same as in Lower Burma, *viz.*, 52 days. This high figure seems to indicate that either the process-serving establishment is at fault, or that Judges are lacking in firmness in dealing with plaintiffs and their advocates. In accordance with a suggestion made in the resolution on the report for 1918, the Honourable Judges are introducing a new form of monthly return which will enable District Judges to more easily check dilatory methods on the part of Subordinate Judges, and with the re-organization of the Provincial and Subordinate Judicial Services which took place after the close of the year, the practical abolishing of the system of peripatetic Judges and the appointment of a large number of whole-time Judges, Sir Reginald Craddock trusts that there will be a really substantial improvement in the despatch of civil work.

There was a falling off in the number of appeals preferred to the Chief Court, whilst those instituted in the Court of the Judicial Commissioner of Upper Burma continued to increase with the result that the latter exceeded

the former in number. There was a satisfactory reduction of duration in both courts. The number of appeals in other Appellate Courts increased in both Lower and Upper Burma in correspondence with the increase in the number of suits instituted.

Judicial and other Proceedings.

TITLE-HOLDERS IN THE MUFASSAL AUTHORIZED TO ATTEST VAKALATS. [MADRAS.]

The Government authorize gentlemen in the mufassal upon whom titles have been conferred, to attest vakalatnamas and other documents for use either in judicial or other proceedings.

MEDICAL.

Hospitals in Bihar.

Government Review on the Report for 1917-1919.

During the period 32 new dispensaries were opened and 15 were closed. The net increase of 41 is due to the above changes combined with the recognition of 30 dispensaries already existing and the removal of six from the list. The problem of providing more medical assistance in rural districts is very urgent: and with a view to stimulating the efforts of local bodies in this direction a sum of Rs. 3,00,000 has been provided in the budget of the current year for distribution as grants to local bodies to meet a part of the capital expenditure involved in the construction and equipment of new medical institutions and in the improvement of the existing ones. It is hoped that it may be found possible to repeat this grant in forthcoming years so as to provide for a continuous policy of expansion of medical relief in outlying areas. This, however, must necessarily depend on the state of the provincial finances, and the present outlook is not a very hopeful one. The District Boards spent upon medical work nearly 40 per cent more than in the previous triennium; but in this as in so many other directions, progress has been hampered by the recent increase in the cost of buildings and maintenance.

Although travelling dispensaries have not yet met with uniform success in Bihar and Orissa the Inspector-General favours an extension of the system and hopes to place them upon a better footing by adopting the methods and equipment of other provinces where they are more popular. He also proposes to experiment with a scheme introduced in certain parts of Bengal of subsidizing local doctors of the Sub-Assistant Surgeon class to encourage them to settle down to practices in the mufassal. The Lieutenant-Governor in Council will watch with interest the results of these experiments.

The number of in-patients treated in all classes of dispensaries rose from 53,035 in 1917 to 65,319 in 1919, but that of out-patients fell from 3,754,138 to 3,663,677. The decrease in the out-door attendance is attributed to an improvement in the public health of most districts in 1919 as well as to the further discouragement of the system of treatment by proxy. There was an exceptionally large increase in the number of surgical operations, *viz.*, from 152,005 to 173,878.

Further progress has been made in dealing with the leper problem. In the last triennial report mention was made of the opening of the Leper Asylum at Gaya. This asylum has been extended, and a new asylum at Cuttack was opened by His Honour the Lieutenant-Governor in November 1919. This institution, of which the cost of the construction was entirely borne by Government, provides accommodation for 150 males and 82 females. Accommodation is now available in the nine asylums of the province for 961 male and 610 female lepers. The Local Government contribute to the cost of the maintenance of the lepers in most of the asylums at the rate of Rs. 3 a

month for each leper. His Honour in Council recognizes, however, that only the fringe of the problem has been touched, and that the disease can only be eradicated by the compulsory segregation of all lepers.

A change has been made in the system of professional examinations to which Sub-Assistant Surgeons are subject. The third professional examination which the Sub-Assistant Surgeons were required to pass before their promotion from the second to the first grade has been abolished. They will also in future be allowed to appear at the first and second professional examinations for promotion to the third and second grades after four years' service in the fourth and third grades, respectively, instead of five years as before. It is hoped, when normal conditions are restored, to substitute for the present examinations, a system of post-graduate courses of study for Sub-Assistant Surgeons with a view to keeping their knowledge of medical science up to date. This scheme will entail the maintenance of a larger reserve to the cadre and cannot, therefore, be undertaken immediately.

Medical inspection of schools in Madras.

APPOINTMENT OF MEDICAL INSPECTORS.

The Government sanction the deputation for a period of two years of three specially trained assistant surgeons in connection with the medical inspection of schools. The assistant surgeons will have their head-quarters at Madras, Rajahmundry and Coimbatore, respectively, and will work under the orders of the Director of Public Instruction.

The principal duties of the assistant surgeons will be to conduct the medical inspection of pupils in Government secondary schools and in the secondary classes attached to Government colleges in their areas, to supplement the work of inspection of local medical practitioners employed in aided institutions and institutions under local bodies situated in their charge in respect of such portion of the medical inspection as requires special technical training, and to correlate the work of inspection of schools done by local medical practitioners.

While employed as medical inspectors, the assistant surgeons will not be permitted to undertake private practice.

The Government direct that a fee of 8 annas a term be levied from each pupil who attends a Government secondary school or the secondary school department of a Government college towards the cost of medical inspection. The amount collected should be credited to the Government.

MINES.

Mining and Geological education.

Government of India Resolution.

The provision of facilities in India for high grade instruction in mining and geology has for some years past engaged the attention of the Government of India and of the Governments of Bengal and Bihar and Orissa.

The existing provision in India for high grade instruction in geology is even less satisfactory than in the case of mining. The Public Services Commission recommended the early establishment in India of a School of Geology which would rank with similar institutions in Great Britain and give equal opportunities for the scientific study of the subject. The Government of India are aware that the demand for highly trained geologists in India though small is steadily increasing with the growing sense on the part of the educated classes of the opportunities available to them of taking a share in the utilization of the raw materials of the country. The Secretary of State has recently approved of the view enunciated by the Government of India that the true solution (of the problem of the recruitment of Indians to the Geological Survey of India) is in the early creation of means of instruction such as will enable Indians to attain the necessary qualifications in India. He has further expressed the hope that necessary arrangements will be made without avoidable delay.

Under the Reforms Scheme only central agencies and institutions for research and for professional or technical training, or for the promotion of special studies will be under the administration of the Government of India and it is only for such agencies and institutions that funds can be allotted from imperial revenues. The provision of high class instruction in geology will obviously fall within this definition. With regard to mining education, it is true that the scheme formulated by the McPherson Committee (Bengal) had for its main object the supply of trained men for the industry in coal mining which is at present largely confined in India to the provinces of Bengal and Bihar and Orissa. It must, however, be recognised that coal mines, as well as metalliferous mines are now being developed in other provinces in India. The Government of India consider that the proposed School Mines although spoken of as a 'school' on the analogy of the terminology long ago adopted and perpetuated in the Royal School of Mines, London, should really be an institution of collegiate rank in which the highest form of teaching in the art of mining and its accessory sciences should be undertaken. It may, therefore, be assumed that there will be no other school like it in India in the near, or probably even distant, future. Moreover on account of its unique nature as a high class specialised institution it should be available for students from all parts of the country. The improvement of the mineral supplies of the country is an imperial requirement affecting the general advancement of the country as a whole. In view of these considerations the Government of India have decided that the proposed School of Mines should be an imperial institution.

The location of the School of Mines was discussed by the Indian Industrial Commission in paragraphs 169 to 171 of their report. The Commission came to the conclusion that, in view of the great desirability of keeping the mining industry in the closest possible relation with mining education, the School, as recommended by the McPherson Committee, should be established at Dhanbad in the province of Bihar and Orissa.

There are obvious advantages in the establishment of a combined school of mines and geology. In a school of mines, geology must necessarily be one of the prominent subjects and can be developed on a full scale for geologists, whilst the junior courses will be used by those who will specialise in mining. All students will naturally take the junior courses in the foundation sciences, including geology, but they will be allowed to specialise finally in either mining or in geology. It is believed that at the outset the number of students in either course will be limited, and a combined school will be much less expensive than separate schools of mining and geology. The status and efficiency of the entire institution will be enhanced by the combination.

The Government of India have, therefore, decided to locate the proposed School of Mining and Geology at Dhanbad. As already stated the school will be imperial and consequently the Government of India will be responsible for its maintenance and administration. The school will be open to students from all parts of British India and facilities will be provided for the training of youths from Indian States. It is hoped that provincial Governments as well as associations representing industries that will benefit from the teaching of the school will give liberal support in the way of scholarships, travelling fellowships and lectureships. The Government of India desire to make full provision for the adequate representation of provincial Governments and associations interested in the mining industry on the governing body of the school.

The Indian Industrial Commission examined in paragraph 160 of their report the relations that should subsist between an institution like the proposed school at Dhanbad and the Universities. This point was also considered by the Calcutta University Commission in their report. In view of the fact that expert opinion is much divided on the question of the affiliation of specialized institutions of this type to Universities, specially to Universities whose centres are situated at a distance from the institutions, the Government of India do not think that it is necessary at least in the initial stages, to affiliate the school at Dhanbad to any University. The Dhanbad institution must, however, maintain contact with the highest form of educational thought, methods and standards. The Government of India, therefore, think it desirable that the Universities of Calcutta and Patna should be represented on the governing body of the Dhanbad school. They are also of the opinion that, in order that a diploma of the School may carry sufficient value and that its standard may be maintained at a high level, it is essential that, for the purposes of both theoretical and practical examinations in the School, external as well as internal examiners should be employed. There should be specific provision for this purpose in the regulations framed for the school.

The governing body of the school will be constituted as below :—

1. Director, Geological Survey of India (President)
2 Chief Inspector of Mines
3. Principal of the College (ex-officio Secretary)

4. One official appointed by the Government of Bengal
5. Do do of Bihar and Orissa
6. One representative of the Calcutta University
7. Do Patna do
8. One representative of the Indian Mining Association
9. Do do Federation
10. One representative of the Mining and Geological Institute of India
11. One representative of Burma Mining Industry to be nominated for the present by the Government of Burma
12. One representative of Central Provinces and Berar Mining Association. One representative of the South India Mining Industry to be nominated by the Government of Madras } (Alternately for 3 years.)

13 and 14. Two officials to be nominated by the Government of India.

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POLICE.

Police Administration Report.

REVIEW FOR THE YEAR 1919.

The general features of the year's work reflect the abnormal conditions that continued to prevail notwithstanding the termination of the war. Scarcity and high prices with their inevitable concomitant in the shape of an increased volume of crime, the synchronization of important Hindu and Muhammadan festivals and the prevalence of labour troubles made the period under review one of heavy strain throughout for all ranks in the department.

The Government understand that, as a result of the additional temporary allowances sanctioned in G.O. No. 370, Financial, dated 12th April 1920, there has been a noticeable recovery in the conditions of recruitment, the present deficiency as compared with the sanctioned strength being only some 800, while in certain districts, notably the Northern Circars, applicants are much more numerous than vacancies.

The Government recognize that it would not be possible without an undue expenditure of labour to arrive at an accurate estimate of the cost of true police work, but they would be obliged if the Inspector-General would endeavour to work out approximate figures by eliminating not only the cost of the village police and criminal settlements but also the average outlay on the provision of sub-jail guards, the service of processes and the employment of orderlies except for actual duty in the courts or with police officers. It is matter for consideration whether some economy might not be effected by reducing the number of police detached for duty as orderlies or for the service of processes.

The orders passed in G.O. No. 499, Financial, dated 1st June 1920, effect a substantial improvement in the pay of the village police and should go some way towards placing that agency on a more satisfactory footing. The Government are in agreement with the Inspector-General's comments on the desirability of providing huts and water-supply for ghât talaiyaris wherever practicable and commend this suggestion to District Magistrates.

The general improvement in detective results in a year of such exceptional stress is particularly creditable to the department. The same remark is applicable to the degree of success attending prosecutions. The attention of District Magistrates is drawn to the concluding sentence in this paragraph referring to the speedy rate of disposal reported to have been secured in North Arcot by a special arrangement under which magistrates set apart two days in the week at convenient centres for the trial of police cases.

The Government concur with the Inspector-General of Police in his remarks as to the need for a definitely penal settlement in which to confine incorrigible members of criminal tribes. This question and other matters of policy relating to the management of industrial settlements have engaged

the attention of the Jail Committee and action must await the recommendations of that body. In the meanwhile the Government have given effect to their intention, stated in paragraph 7 of G.O. No. 1853, Home (Judicial), dated 18th August 1919, to transfer the general control of these settlements to Mr. G. F. Paddison, I.C.S., the Commissioner of Labour.

The Inspector-General rightly draws attention to the inexpediency of overdoing registration and the report shows that district officers recognize that a valuable inducement to continuing good conduct is furnished by the system of exempting members of criminal tribes who by their behaviour show signs of a desire to reform.

The increased resort to the security sections of the Criminal Procedure Code resulted in the binding over of a much larger number of persons than in the preceding year; and the action taken in this direction appears in certain districts to have been definitely productive of good results. The Government take this opportunity to impress upon the magistracy that it is incumbent upon them to pay special attention to this branch of their work and to bear in mind that they share with the police a measure of responsibility for initiating preventive action of this nature.

Police Administration Report for 1919.

Recruitment of the force.

The number of vacancies in the force at the end of the year was 1,004 or 547 less than in the previous year. The cessation of the war and the grant of a war allowance facilitated recruitment to some extent, and Superintendents in a number of districts were able to fill up their ranks with men of some description. Special endeavours were made in the Madras City and districts to enlist demobilized sepoys but they proved disappointing, the standard of the candidates being very low, and majority of men volunteering being men who had served in Labour Corps or non-combatant forces who were unfit for police work. The improvement in recruitment, such as it was, was however of brief duration, for since the close of the year conditions have altered very much for the worse and the shortage in the force is on the increase. In several districts an endeavour has been made to bring the force up to strength by the enlistment of large numbers of Malayalis, some classes of whom are easy to get. These men are practically foreigners in many places with no knowledge of the language or habits of the people and the number of men so serving is the largest that can possibly be allowed. In my last report I said that in the transition stage through which we were passing it would be difficult to forecast the effect of the war allowance granted in the beginning of the year. We are now in the midst of a world-wide economic revolution, the cost of living has risen to an unprecedented height and the pay of some ranks of the service does not at present represent a living wage. Pending the report of the Salaries Committee appointed by Government to consider this question, an additional temporary allowance has been sanctioned for the constabulary and a similar allowance is very urgently needed in some of the other ranks.

The direct recruitment of head constables continued and 23 head constables were under training in the Central Recruits' Schools, and 12 in the District School, Vizagapatam, at the close of the year. Some of these were men who had completed the School Final Course but this matter is still in the experimental stage and the work in districts of men so recruited has not yet lasted long enough to allow of a final opinion being formed. Some men of the wrong class have been enlisted and out of eleven selected for training

in the Vellore School, three were rejected after partial training as unfit and one resigned.

I am obliged, however, to state that this scheme has proved very disappointing and is found to have had a bad effect on recruitment. I therefore propose to stop further enlistment of this kind until the work of the men sent out during the last two years has been fully reported on. The Naik scheme was introduced in Coimbatore at the beginning of the year, the extra appointments being met by a reduction in the strength of the constabulary. The Naik is intended for the more important duties of a constable and the less important duties of a head constable, such as checking patrols, watching bad characters and generally work requiring special intelligence. The experiment was made in order to ascertain whether it was necessary to pay a man the same for the performance of such duties as for purely mechanical duties, such as guard, patrol work and process-serving and has been in the main successful. The scheme can be recommended for general adoption with a few minor modifications which involve so little change in the system, as tried, that I do not consider any further experimental trial necessary. The chief of these modifications are, a reduction in the percentage of Naiks which has up to now been 20 per cent, and the prohibition of direct recruitment in that rank. Fifteen per cent is a sufficient percentage and the direct recruitment of Naiks does not encourage recruitment or result in a better class of man being obtained. Another modification is that one class of Naiks is sufficient. They are at present divided into two classes with a difference of only one rupee in pay. A Naik has a further prospect of promotion to head constable's rank which is quite enough. There is no doubt that any future improvement in the work, pay and prospects of the subordinate police must be looked for in some scheme of this kind and the establishment of the Naik's rank met by a corresponding reduction in strength appears to me to be a practical move in this direction. The reduction in strength is of very little moment. Few districts are able to enlist up to strength or have done so for years, and in very many of them the material is so extremely poor that the employment of fewer but better paid men will more than make up the loss.

Short-hand Bureau

The Kanarese shorthand manual is almost complete and is expected to be published shortly. In recognition of his labours in compiling the book, the Short hand Instructor M. R. Ry. M. Srinivasa Rao was granted an honorarium of Rs. 500 including a gold watch of the value of Rs. 250.

My proposal for the formation of a separate Short-hand Bureau of 24 Sub-Inspectors was sanctioned by Government in October, but the Bureau could not be opened until after the close of the year. These Sub-Inspectors will hereafter be exclusively employed on short-hand work in different parts of the Presidency, as required by district officers and the Deputy Inspector. General of Police, Railways and Criminal Investigation Department, and when not on reporting work will be stationed in their depot at the school where they will receive practical instruction under the Short-hand Instructor. Each Sub-Inspector will get a duty allowance of Rs. 50 per mensem for proficiency in short-hand in two languages besides rent free quarters or house rent allowances. The bureau with its special allowances appears to be popular among Sub-Inspectors and its formation has really solved one of the most difficult problems, that of securing efficient reporters in constant practice.

As usual, "First-aid to the injured" reading and *Jiu Jitsu* were taught in the school. Tuition in "First-aid" is irregular, the course difficult and most Sub-Inspectors failed in the subject only 14 being successful. As it was inexpedient to keep the unsuccessful candidates in the school for another term for this subject in the face of the shortage in the districts, a pass in it was not made compulsory.

Police Administration.

Resolution on the Report for 1919.

[Punjab]

The total number of true cognizable cases of all kinds dealt with by the police during the year under report was 38,002, as compared with 35,040 in 1918, or an increase of 2,962. The figure of 1913 was 47,876. Leaving out petty crime the total is 28,959, an increase of 3,354 over the figure of the previous year which was 25,605. Such cases in 1913 numbered 34,154.

The percentages of cases convicted to cases reported, of cases convicted to cases tried, and of persons convicted to persons tried (31·51, 71·60 and 56·62, respectively) show a slight improvement on the results of 1918 (28·58, 70·33 and 56·91). Although there is a considerable improvement in the detection of burglaries and cattle thefts there is a marked falling off in *dakaitis*.

The duration of cases in courts during the year compares less favourably with 1918 when the magistracy were occupied in recruiting work. During the year, however, they were for months distracted from their ordinary duties by the abnormal political situation, and the restriction of train services, due to the disturbances and the Afghan War, delayed the attendance of witnesses.

A fresh policy has been inaugurated in the matter of withholding police investigation, under section 157 (*b*) of the Criminal Procedure Code, where the offences are trivial and when the complainants express a desire to that effect. This is likely to afford a much needed relief to the over-worked police force.

There were fewer resignations and fewer desertions than in 1918, and a very much smaller number of vacancies had remained to be filled up at the close of the year. This is chiefly due to the improved prospects of pay and allowances.

During the year under report a number of proposals for improving the conditions of service in the Punjab Police were received from the Inspector-General of Police. Most of these have since been sanctioned.

The Finger Print Bureau at Phillaur shows a successful year's working. The work has considerably increased, and an increased establishment has been sanctioned during the current year. The Native States, who use the bureau, have also been asked to enhance their contributions and the majority of them have agreed, the rest not having sent their replies yet.

The Railway Police had to deal with 2,916 true cognizable cases as compared with 2,601 in 1918.

Police Administration in Bombay City.

Government Resolution on the Report for 1919.

The accompanying table shows the principal statistics of crime in the City of Bombay for the last five years. Each year gives a higher total than the one preceding. A notable feature of the increase in 1919 is a rise of 18 per cent in offences under the Indian Penal Code, chiefly, cheating, theft and house-breaking. For this increase several reasons are adduced including the rise in prices of necessaries of life, the growing population, the influx of paupers from distant Provinces, and the general insecurity resulting from protracted industrial and political unrest. The principal cause however is probably that given by the Commissioner of Police that, while supervision over the professional criminals in other parts of India grows stricter yearly, the conditions of life in a large City like Bombay make it easier for him to succeed in his designs. The City attracts a multitude of criminals of the professional and hereditary type and active campaign of deportation against foreign criminals has tended to check their predatory operations, but the most effective line of attack is likely to be found in the application to Bombay City of the Criminal Tribes Act. A conference held at Delhi in December 1919 to consider the question of the amendment of that Act, has recommended that it should be made applicable to Presidency towns. The matter is now being dealt with by the Government of India.

The Governor in Council has noticed with interest the success which has attended the Recruits Training School, although it has been in existence for only 18 months. Also the Mounted Police Co-operative Credit Society has been of marked success. It has been in existence now for four years, and its share capital and profits have increased, while its liabilities have steadily diminished.

Special interest attaches to that part of the Report dealing with motor vehicles and street accidents. In 1918, 383 motor cars were registered in Bombay, whereas in 1919, 1,880 motor cars were so registered. There were 887 accidents in which motor vehicles were concerned, of which 46 proved fatal, while the corresponding figures for 1918 were 585 and 39. In spite of the energetic action taken by the Police with the object of the prevention of reckless driving of motor vehicles, the number of chauffeurs who drive with gross negligence does not diminish. The Governor in Council agrees with Mr. Griffith that the only remedy is to carry on a steady prosecution of drivers who offend against the rules of the road. The question of the establishment of a special Bench of Magistrates to try in a summary way persons accused of offending against the Motor Vehicles Rules is at present under the consideration of the Commissioner of Police. The Governor in Council agrees that the large number of street accidents is no doubt due partly to the state of the roads in the City and partly to the fact that the average pedestrian in Bombay has a marked predilection for walking on the road even when pavements are provided. At the same time he desires that no effort should be spared to minimize the accidents, and he trusts that the Commissioner of Police will continue to devote especial attention to this aspect of his duties.

Year	Total	Cognizable		Non-cognizable	Total Crime		Percentage of true to reported (Police) cases
		Police	Magistrate		Penal Code	Other	
1915 ...	64,006	43,686	6,704	13,616	12,307	51,699	99·40
1916 ...	72,535	50,783	7,211	14,541	12,646	59,889	98·09
1917 ...	73,994	51,239	7,577	15,178	12,972	61,022	98·15
1918 ...	86,155	64,204	6,645	15,306	13,777	72,378	97·96
1919 ...	91,442	67,110	7,857	16,475	15,559	75,883	97·92

Year	Percentage of convictions to true cases (Police)		Percentage of convictions to arrests	Percentage of convictions to trials under Penal Code	Thefts	House-breaking	Robbery
	Penal Code	Other					
1915 ...	46·49	97·42	94·98	82·00	5,054	1,306	45
1916 ...	48·92	97·97	94·87	80·07	5,214	1,178	42
1917 ...	50·74	98·20	95·74	83·30	5,562	1,223	62
1918 ...	53·18	98·27	95·19	83·45	5,861	1,227	67
1919 ...	50·23	97·96	94·11	81·94	7,051	1,709	111

REVENUE.

Revenue Inspectors.

REDISTRIBUTION OF FIRKA CHARGES.

[MADRAS]

With the progress of education among the people, the growing tendency to appeal against decisions and the increase of efficiency in the administration, the work of the revenue inspector has steadily increased until a point has been reached at which substantial relief is necessary. The inspection of crops and boundary marks, relinquishments and encroachments takes up a great portion of the revenue inspector's time. In bad seasons his burden is increased by the inspection of fields for the purpose of remission— a work which must be carried out within a very limited period. To other routine duties in connection with the revenue administration is added the work of conducting inquiries in land acquisition cases and income-tax cases, of conducting sales of ryots' holdings under the Madras Estates Land Act, 1908, and of measuring and mapping subdivisions of survey fields.

The question of reducing the area of the revenue inspector's firka so as to enable him to perform more efficiently the duties allotted to him has been engaging the attention of Government for some time past. In connection with the revision of taluk establishments the Board of Revenue pointed out in 1908 that the inefficient discharge of his duties by the revenue inspector was often due to his inability to cope with the work of the extensive area included in his charge and that one important reform that was needed was a reduction in the size of the firka. The formulation of proposals was however delayed by the consideration of the report of the Survey Committee.

Taking into account the general conditions and administrative requirements of each district the Board framed and submitted proposals which were accepted by Government. The proposals result in a total increase of 187 revenue inspectors *i.e.*, from 759 to 944, and an extra cost of Rs. 6,990 per mensem for them and Rs. 1,065 per mensem for their peons.

The whole scheme has now been sanctioned by the Right Hon'ble the Secretary of State for India.

The question of the best agency for the maintenance of land records has also been engaging the attention of Government. The Survey Committee proposed that land records inspectors should be abolished and that the duties now performed by them should be transferred to firka revenue inspectors, the cadre of the latter being increased by the addition of the posts of land records inspectors. Up to 1904 the duty of maintenance was entrusted entirely to the Revenue authorities and the result was far from satisfactory. Since 1904 the work has been entrusted to an agency partly incorporated in the Revenue Department and partly outside it. There has been a steady improvement in the work of maintenance under this system.

Nevertheless the Government consider that, if the staff of revenue inspectors were sufficiently increased to enable it to perform all its other duties and to have a reasonable balance of time left for maintenance work, it would be better to entrust the work to that staff. The reduction in the size of firkas may render it possible to amalgamate the land records inspectors with the land revenue staff and to entrust maintenance to the latter. This matter can, however, only be decided by experience and experiment. The Board of Revenue is accordingly requested to merge the land records inspectorate in the firka inspectorate in selected districts of different degrees of difficulty carrying on the separate establishment of land records inspectors in the remaining districts and to report annually upon the practical result of the experiment. If the experiment is successful the scheme will be carried into effect in other districts.

SANITATION.

Anthrax.

LETTER FROM THE GOVERNMENT OF INDIA ON THE METHOD OF DISINFECTION.

During the past year, several cases of anthrax due to infection contained in shaving brushes were reported. The majority of such brushes are suspected to have been made in Japan and unless arrangements can be made to exclude infected shaving brushes from the market, it is desirable to warn the public against the danger of contracting the disease from such brushes. The danger is not necessarily confined to shaving brushes, but is liable to exist in tooth brushes, nail brushes and cheap paint brushes also. The Government of India are advised that, if intending purchasers obtain an assurance that the brush offered for sale is not one of a batch imported from Japan and disinfect all doubtful brushes, especially the cheap variety, the danger would be lessened. The following method of disinfection has been suggested:—

> *Thoroughly wash the hair of the brush with soap and warm water to which a little washing soda has been added, rinse in warm water and then immerse overnight in a disinfecting solution consisting of either perchloride of mercury 1 in 1000 or formalin 2 table spoonfuls to half a pint of water. After removal from the disinfecting solution, the brush should be washed and then allowed to dry before use. The disinfecting solution should initially be at a temperature slightly above the body heat and care should be taken not to allow the hairs of the brush to come in contact with the hand while under disinfection.*

Sanitary Administration.

RESOLUTION ON THE REPORT FOR 1919.

[CENTRAL PROVINCES].

Although the number of deaths among children under 5 years of age formed only 43 per cent of the total mortality as against 48 per cent in 1917 and 50 per cent in 1916, the fall was simply due, as the Sanitary Commissioner points out, to the low birth-rate of the year. The infant mortality, calculated on the number of births registered during the year, stood at the high figure of 299 per thousand, as against 227 in 1917. The problem of child welfare is constantly engaging the attention of Government, but, as has been pointed out on many previous occasions, its solution must be a slow and difficult task, and success can only be hoped for when the leaders of the people have learnt to take an active and personal interest in its solution. The education of the people in the elements of hygiene and of modern sanitary principles, and the awakening of the conscience of municipal committees to a realisation of their public duties, are the lines along

which progress is to be achieved; but these are tasks in which success cannot be hoped for without the whole-hearted co-operation of the people themselves. When, under the new system of Government, the subject of public health is transferred to the charge of the people's representatives, it will rest with them to overcome the prevailing apathy on the part of the public and of local bodies which the report brings to notice. A committee for the promotion of child welfare has recently been formed in Nagpur and will, it is hoped, form a model for the establishment of similar bodies elsewhere.

The report records no improvement in the indifference displayed by municipalities as a whole in the recording and reporting of vital statistics. The importance of not neglecting this part of their duties has been constantly urged on the attention of the committees, but it is doubtful whether any genuine impovement can be expected, until public opinion has been educated to realize the constant danger to health and life involved in the insanitary conditions which prevail in most towns, and to exert pressure on its representatives to secure the amelioration of those conditions. In rural areas large numbers of statistics are, as usual, reported to have been checked, but it is a matter of doubt whether in the majority of instances the check applied was of any statistical value. The orders on the subject of the checking of rural statistics have recently been revised, and the actual method of check to be empoloyed in dealing with the entries in the kotwar's book and the station-house register respectively have been laid down clearly.

In connection with the measures taken for dealing with epidemics, a scheme was approved during the year for increasing the existing number of 13 travelling dispensaries, with three dispensaries under the control of the Medical Department, to 27, and placing them under the control of the Sanitary Commissioner for employment as sanitary units. The shortage of qualified medical men has unfortunately hampered the constitution of the new dispensaries, but as soon as the full number has been completed it will be possible to post one unit to each district, with one unit in reserve at the head-quarters of each division. The units are reported to have been of the greatest use in dealing with the epidemics which have been rife during the year, and to have performed a great deal of useful sanitary work of a general nature, such as the examination of school children, lectures on common diseases, and attendance at fairs. When the units have been fully constituted and their efficacy has been proved, it is hoped that they will become the nucleus of a regular public health service for work in rural areas.

The conditions of the year once more did not permit of any expansion in the very restricted programme of sanitary schemes, the total grants to municipalities amounting to Rs. 2½ lakhs only. Of this sum Rs. 82,000 was devoted to drainage works, Rs. 91,000 to water-supply, and Rs. 54,000 to schemes of town improvement.

A special grant of half a lakh was given to district councils for the improvement of the water-supply in rural areas, but owing to difficulties in getting reliable contractors and in securing public subscriptions the councils were unable to utilize the grants in full. A scheme has been framed for the instruction of school masters in elementary hygiene during their course of training in the normal school. Schemes are also under consideration for the establishment of a Public Health Research Institute, for the formation of a Rural Health Organization, and for the constitution of a Provincial Board of Public Health.

The report complains of the apathy and indifference which is shown by most municipalities with regard to minor sanitary matters, of the slack supervision which the committees exercise over their sanitary staff, and of the fact that the help and experience of the Civil Surgeons as *ex-officio* health officers are usually neither sought nor desired. As has already been pointed out, these are defects in administration which will not be cured until public opinion is sufficiently organized to reinforce effectually the efforts made by Government to secure proper administration. It is satisfactory to note that some improvement is reported in the administration and enforcement of sanitary by-laws.

Bihar Sanitary Report.

REVIEW FOR THE YEAR 1919.

There was a decrease in the number of vaccinations performed during the triennium, the average number performed annually being 185,345 less than in the previous three years. Whatever the reason it is unsatisfactory that this decrease should be followed by an increase in the mortality from small-pox in the year 1919-20 and that the ratio of deaths from small-pox, which had fallen as low as ·08 in 1911-12, should rise to ·53 in the year under report. The Sanitary Commissioner reports that the inspection of vaccination is unsatisfactory, but hopes that the appointment to District Boards and Municipalities of officers of a Public Health Service, one of whose duties will be to inspect vaccination, will lead to some improvement. Some time must, however, elapse before a full staff of Public Health Officers is appointed, and His Honour in Council trusts that in the meantime the Sanitary Commissioner and his assistants and the Civil Surgeons will pay special attention to this duty.

The work of the Publicity Bureau was developed during the year. Lectures were delivered in the larger towns by medical officers and by the Sanitary Commissioner and his subordinates, and also by lady doctors on child welfare and maternity work. Pamphlets and leaflets both in English and the vernacular were widely distributed. The Lieutenant-Governor in Council attaches great importance to this work. Lack of funds prevents the introduction of costly sanitary reforms, but the dissemination of knowledge of simple prophylactic measures and of ordinary rules of health costs little and yet contributes much to the prevention of disease. His Honour in Council trusts that the experimental schemes for teaching hygiene in schools and for the medical examination of pupils will be productive of good results.

Two important Acts were passed during the year. The Bihar and Orissa Food Adulteration Act, which has now been extended to the larger Municipalities and to areas in which large annual fairs are held, will, it is hoped, facilitate the prevention of adulteration of articles of food and drink, which from the figures showing the result of analyses made at the Sanitary Laboratory at Gulizarbagh appears to be carried out to an excessive degree. The Bihar and Orissa Places of Pilgrimage Act will render improved methods of sanitation possible at large pilgrim centres, such as Puri, Gaya and Deoghar. The severe epidemic of cholera at Puri in 1919 emphasizes the necessity for an improved water-supply and drainage system in this town, and the Lieutenant-Governor in Council trusts that the financial difficulties which prevent the introduction of these measures will be overcome and that the

imposition of a terminal tax under the Act will provide funds to meet part if not all, of the recurring charges of the water-supply scheme.

The Sanitary Board was reconstituted during the year and now includes non-official representatives of each division of the province. The Board is no longer merely an advisory body, but exercises administrative powers and controls the distribution of sanitation grants to local bodies subject to formal confirmation by Government. His Honour in Council trusts that the Board as reconstituted will be able to supervise the preparation and execution of sanitary projects.

PART IV.—Miscellaneous.

MYSORE REPRESENTATIVE ASSEMBLY.

(*Dasara Session—25th October 1920*).

Dewan's Address.

His Highness the Yuvaraja's Tour in Europe.

Before the formal commencement of proceedings I have much pleasure in communicating to you the joyful news that His Highness the Yuvaraja will arrive in Mysore from his European tour in the second week of next month. This is the second time His Highness has travelled in Europe in order to obtain an insight into the institutions and activities of the progressive countries of the West. The first visit was undertaken in 1913, before the War, and it was natural that His Highness should, after the close of the mighty struggle, desire to study at first hand the problems of reconstruction now engaging the attention of the statesmen in Europe. From all accounts we have received, we learn His Highness had unique opportunities of acquainting himself with all the movements now being initiated in the West for the improvement of the economic and social well-being of the people and it is hardly necessary to say he has taken full advantage of them. He has everywhere been received with the courtesy due to his high station in life and his personality. I have no doubt you will wish me to extend to our beloved Yuvaraja a most loyal and enthusiastic welcome on his home-coming after the completion of his European tour.

Seasonal Conditions.

The rainfall during 1919 exceeded the normal average and was also timely and well-distributed. And in consequence, there was a large increase in the extent of cultivation of both wet and dry crops as compared with the previous year, the average out-turn ranging from 8 to 12 annas generally. The total area under paddy, in 1919-20, was 769,253 acres, and under ragi, 2,238,228 acres against 634,456 acres under paddy and 1,966,411 acres under ragi in 1918-19.

But the *mungar* rains of the current year proved very deficient and agricultural operations have consequently been greatly delayed. It is reported that there has been some shrinkage in the areas under *mungar* crops in many of the maidan taluks and that the sowing of ragi was not completed in many places till late in the season. The recent rains, however, which have fallen generally all over the State, have infused confidence and the indications are all in favour of a good harvest and a prosperous year.

The food situation.

The prices of food grains have practically remained at the high level at which they stood when we last met during the Birthday Session. In

consequence of the depleted condition of our stocks, the harvest of 1919 had not much effect on prices and it was necessary, in the interests of our people, to take measures to prevent the prices soaring higher by continuing Government control which has been retained up to the present time. In regard to pulses and other articles, however, the seasonal conditions have permitted of our withdrawing control. Black-gram, green-gram, thuvar-dhall, chillies, grass and fodder have been removed from the controlled list since November 1919. The control over kerosene oil was also removed on the assurance of the oil companies that adequate supplies would be forthcoming.

The prohibition of the export of controlled commodities, either by rail or by road, except under permission, still continues and the restriction on the movement of food grains in the ten-mile belt along the border has quite recently been modified. Government have sanctioned the removal of this restriction except along the Bombay frontier where it has to be maintained to prevent surreptitious export on account of the wide divergence of prices across the border. The width of the controlled area has, however, been reduced to 5 miles.

Large imports of rice also continued during the year to replenish stock in deficient localities and generally to check profiteering. Thirty-one thousand and eight hundred tons of rice valued at a little over 53 lakhs of rupees were imported from Burma. Stocks from Madras were obtained under a system of reciprocal interchange until this arrangement lapsed automatically in consequence of the removal of inter-provincial control by the Government of India. Subsequent to this period the export of minimum stocks has been allowed by the Director of Civil Supplies. The total export of food grains by road and by rail to the Madras Presidency was 7,883 tons against 5,146 tons obtained by us from that province. Before I leave this subject, I should like to make it clear that Government do not propose to withdraw control until normal conditions are restored.

1920-40 Public Loan.

In my Address to the last Birthday Session of the Assembly I mentioned that it had been decided to float a public loan in the current year for financing our productive public works now in progress. I said it was the especial desire of His Highness the Maharaja that the loan should be largely, if not wholly, subscribed for within the State itself although arrangements would be made with the permission of the Government of India, to throw it open to subscribers in British India. In appealing for public support to the loan I expressed the hope that it would prove popular and afford the means of a safe investment to the savings of our people. I am glad to be able to state that my hope has been more than fulfilled. The amount of the loan was fixed at Rs. 100 lakhs and the terms of the issue were announced towards the close of June last. The loan list was kept open for three months, from 1st July to 30th September, and within this period the loan was largely over-subscribed and applications were received for more than 136 lakhs. The contributions by subscribers within the State exceeded Rs. 120 lakhs and His Highness the Maharaja is much pleased to find that the response to the loan by the public in Mysore was so hearty and substantial. I should like to acknowledge in this connection, the active help which the Bank of Mysore gave to Government in placing the loan on the market. The total amount of subscriptions by and through the Bank exceeded Rs. 53 lakhs.

THE PAST YEAR'S ADMINISTRATION.

Representative Institutions—The Legislative Council.

In accordance with the announcement made last year, the Legislative Council was reconstituted, the total number of members being raised from 21 to 30, of whom four are elected by the Representative Assembly, eight by direct election by the voters to the Assembly in the districts, and one by the Mysore University. Of the total number of members on the Council at present, 18 are non-officials and 12 officials. The Legislative Council was given the privilege of returning two members, one by election and another by nomination, to the Finance Committee.

Four meetings of the Council were held during the year and 13 measures passed into law.

The Representative Assembly.

The term of office of the members deputed by municipal councils, local boards and recognized associations, was made to coincide with that of the members returned from the taluk electorates, as the present period, *viz.*, one year was found far too short to permit of effective work by any member and also to avoid re-elections to the Legislative Council in the Repesentative Assembly should any such member have been elected by the Assembly. Provision has also been made for bye-elections in the case of vacancies. The qualification of voters has also been clearly defined and retired or pensioned officers of the Mysore State Troops have been given the privilege to vote for members as well as to stand for election.

The Economic Conference.

The entire Economic Conference organization was re-constituted with effect from 1st January 1920. The establishments of the three Boards under the Conference were reduced to suit new conditions, and detailed instructions were issued regarding the work to be carried on in the districts. In place of the District Economic Superintendents, Secretaries have been sanctioned to the District Boards for carrying out economic work. The English and Kannada editions of the *Mysore Economic Journal* were regularly published. The Kannada edition has since been transferred to private agency. It has also been decided to arrange for the publication of the English edition by private enterprise from January next.

The eleventh session of the Mysore Economic Conference was held at Mysore in June last, and 46 subjects were considered.

REVENUE DEPARTMENTS.

Land Revenue.

The adverse seasonal conditions of 1918-19 resulted in large arrears of land revenue, *viz.*, Rs. 20,77,849, being left uncollected at the end of the year, so that, inclusive of the current demand for 1919-20, the amount to be collected under this head during the current year was Rs. 1,30,43,967. Owing to the favourable seasonal conditions and the greater attention bestowed on collection work by the revenue officers, the collection during the current year reached the record figure of Rs. 1,18,73,104 as against Rs. 1,06,50,000 in the previous year, the total realizations amounting to 91 per cent of the entire demand as against 83 per cent in 1918-19.

The Vani Vilas Sagara Reservoir filled for the first time during the year and discharged 4½ feet over the weir. The block system of irrigation which was introduced for a period of six years in the first instance was made more elastic and ordered to be extended for another six years, with additional facilities for raising crops on lands under the channels. The total area under the blocks is 11,435 acres, of which 9,268 acres are now under occupation. The area cultivated during the year was 7,316 acres, the largest on record. Out of the total demand of Rs. 78,743-7-2 inclusive of arrears, a sum of Rs. 74,629-6-7 was realized, leaving a balance of Rs. 4,114-0-7 at the end of the year. The extent under paddy rose from 3,236 acres to 4,707 acres with an average yield of ten pallas per acre.

The question of enhancing the remuneration of shanbhogs has been considered and it is proposed to assess the potgi on the income of the *village* instead of the *firka* and also to increase the stationery allowance by 50 per cent. Orders may be expected early.

Revenue Survey and Inam.

The introduction of revision settlement in the villages comprising the former Lakvalli Taluk has recently been notified and orders for the re-settlement of Magadi and Goribidnur Taluks are in course of issue.

The number of excise shops was reduced by 92, the strength of arrack having been reduced from 30° to 35° U.P. while the duty thereon was enhanced, at the same time, to Rs. 6 per gallon in the Bangalore City and to Rs. 5-4-0 in other parts of the State. Despite these measures, the excise revenue has shown a remarkable increase, reaching the record figure of Rs. 77,81,000 as against Rs. 70,65,000 in the previous year.

The Excise Licensing Boards in Bangalore and Mysore Cities and the Kolar Gold Fields, which had been continued on a temporary basis since 1917, were made permanent.

Forests.

In order to ensure the prompt supply of fuel to the Iron Works at Benkipur when they should be ready to start operations, two Forest Divisions—Tarikere and Benkipur—were formed during the year. The work of collection was started in April last and about 26,000 tons of fuel have been cut and 3,000 tons brought to the tram lines. Owing to the rise in the exchange value of the rupee and the unsettlement of the market for tanned hides, there was a large decline in the demand for tanning bark, resulting in great loss to bark merchants who had bid heavily for the leases for bark in anticipation of renewed activity in the trade consequent on the withdrawal of Government control. In order to prevent serious loss to the contractors, Government, after a careful consideration of the situation, postponed all collection during the year and further granted a rebate of 15 per cent of the total rent involving a remission of over 2¾ lakhs of rupees. The aggregate collections during the year under all heads amounted to Rs. 43,39,004.

To give effect to the policy of developing the economic resources of our forests, as foreshadowed in my Address last year, a Forest Economist was appointed. A beginning has been made in the examination of about 60 square miles of the Hassan Ghat forests by way of commencing a regular economic survey of our forests. About 12 samples of Ghat timbers have been converted into sleepers, rafters, and planks and are being air- and water-seasoned. The installation of a dry kiln for the rapid seasoning of

inferior and less durable timbers is under consideration, and the bark and leaves of likely forest trees are being subjected to chemical analyses with a view to determine their value as tanning materials. It is also under contemplation to select and depute a suitable officer to America for training as a Forest Engineer.

The relations between the several officers of the Forest Department and the Deputy Commissioners in the administration of forests were carefully defined with a view to ensure greater unity in the organization of the department, while at the same time, recognising the importance of consulting the Deputy Commissioners in regard to matters directly affecting the welfare of the raiyats.

Income Tax.

The Income Tax Regulation was passed by the Legislative Council and received the assent of His Highness the Maharaja in June last. Rules under the Regulation have been published and various notifications regarding exemptions from tax and investing officers with powers under the Regulation have also been issued. It may be mentioned that while in the adjoining Presidencies of Madras and Bombay, Tahsildars and Mamlatdars have been given the powers to call for returns and make assessments, in Mysore no officer below the rank of an Assistant Commissioner has been invested with such powers. For Bangalore and Mysore Cities, a special Collector of the grade of a Senior Assistant Commissioner has been appointed. An officer was placed on special duty for six months to attend to the preliminary work connected with the Regulation and he has since been invested with the powers of a Commissioner under the Regulation. The office of the Income Tax Commissioner will be combined with that of the Excise Commissioner when the special appointment ceases. Tax on salaries paid by Government is being recovered at the time of disbursement and arrangements have been made with local authorities, companies and public associations as well as with certain private employers to recover tax on the salaries of their employees. Steps are being taken to ascertain the particulars of business carried on in the State by foreign companies, and assess and recover the tax due on their income. The tax being new in Mysore, people have doubtless some difficulty in preparing the returns of their income during the first year of its levy. The department has instructions to render all reasonable help in the preparation of returns of income and generally to assist the public by explaining the principles and provisions of the Regulation and removing misapprehensions.

PROTECTION.

Judicial.

The Special Magistrates' Courts established under the scheme for the separation of judicial and executive functions in the districts of Bangalore, Shimoga, Mysore and Kadur, are reported to be giving satisfaction. With a view to obviate inconvenience to the litigant public in having, in some cases, to travel long distances for relief, action is being taken to invest Bench Courts in taluk head-quarters with powers to take cognizance of cases on complaint. It has not been possible, in view of the present financial stringency, to consider the question of the extension of the scheme to other districts this year. The system of trial by jury in sessions cases, introduced tentatively in the districts of Bangalore and Mysore, has been ordered to be continued till the end of June 1921. A new Munsiff's Court was established

at Davangere with effect from July last. With a view to reduce the cost of litigation and expedite the administration of civil justice, Government have under consideration a proposal to enhance the small cause jurisdiction of Munsiffs and Sub-Judges.

Police.

Government have acceded to the repeated request of the Kolar Gold Fields Mining Board for the transfer of the jurisdiction over the Kolar Gold Fields Railway Police from the Superintendent of Police, Railways and C. I. D., to the Superintendent of Police, Kolar Gold Fields.

The Maharaja's Police Medal instituted last year was awarded for the first time to Tirumalaswami Naidu, a constable in the Special Reserve Police Force, for conspicuous gallantry shown in the arrest of a notorious criminal.

Military.

The Mysore Imperial Service Regiment and the Transport Corps whose distinguished services in the Field I narrated in detail last year, returned to Bangalore in February and were accorded a welcome in keeping with the splendid services they had rendered during the war. The Honourable the Resident, Mr. W. P. Barton, kindly presented the British decorations won by our gallant officers and men at a special *levee* held at the Residency on 2nd July 1920. His Highness was himself graciously pleased to present to our officers and men who had rendered distinguished service at the front the Mysore Ganda Bherunda decorations at the Durbar on the 23rd instant. The extra men in these units have been ordered to be demobilized and liberal concessions have been sanctioned in awarding pensions and gratuities to the men discharged on demobilization. The Mysore Soldiers' Board has paid particular attention during the year to the question of affording medical relief to wounded soldiers, of providing educational facilities to the children of men employed in the army, and also to the distribution of financial aid to dependents of these individuals. The Board has taken over the administration of the Imperial Service Troops War Fund. Among the measures sanctioned with a view to enhance the amenities of military life, may be mentioned the erection of a Recreation Hall in the Imperial Service Transport Corps Lines, and the facilities for the revival of the game of polo in the Mysore Horse.

Medical.

The recommendations of the special committee appointed to consider the question of extension of medical relief have been generally approved and will be given effect to as soon as the financial situation improves. The conversion of the Shimoga District Hospital into a well-equipped and up-to-date institution capable of serving the malnad will be given the first attention in the five years' programme chalked out by the committee. A female dispensary at Davangere and another at Kallurkatte were sanctioned during the year.

Malnad Improvement.

The members will be glad to hear that in accordance with their representations, the Malnad Improvement Central Committee was re-organized and the defects in its constitution rectified. The heads of departments, whose co-operation is necessary in the formulation of schemes for malnad improvement, were made members of the Central Committee under the chairmanship of a Member of Government. Six non-official representatives,

two from each of the malnad districts, were also appointed to the Committee which will hereafter meet once a quarter in one of the head-quarter towns of the malnad districts or at Bangalore, as may be necessary. It is expected that the personal attention which a Member of Government will in future be able to pay to the improvement of the malnad with the direct co-operation of the heads of departments, will obviate the delays that were unavoidable under the old constitution of the Committee and ensure rapid progress. The District Committees were also re-organized so as to serve as subordinate agencies for carrying on the work under the directions of the Central Committee.

PROGRESS, MORAL AND MATERIAL.

Secondary Education.—In accordance with the announcement made in my Address last year, fees have been abolished in Middle School classes in Government schools, and grants equivalent to the loss of fee income have been sanctioned to aided agencies who have adopted this system. With a view to provide suitable buildings for secondary schools, sanction has been accorded to the continuance of the allotment of two lakhs of rupees per annum for the next five years. A scheme of relieving teachers has been sanctioned to provide against the contingency of disturbance to regular work whenever permanent teachers go on leave. The S.S.L.C. Rules have been revised so as to permit candidates to appear for the examination by private study provided they had once appeared from any public institution. Rules regarding the recognition of aided secondary schools have been issued.

Primary Education.—Most of the existing Government primary schools were improved in respect of staff and accommodation and the scale of pay for primary schoolmasters standardized, based on the strength of the school. The compulsory education scheme has been introduced into all the 240 notified centres.

Women's Education.—An Inspectress and five Assistant Inspectresses have been appointed for the inspection of girls' schools and orders have been issued for the appointment of an expert lady Technical Assistant to supervise Women's Industrial Education under the control of the Inspectress. With a view to obtain a larger number of women teachers, increased stipends have been sanctioned to private students and enhanced rates of acting allowances to substitutes for teachers under training. The Upper Secondary classes attached to the Empress Girls' High School, Tumkur, and the Vani Vilas Institute, Bangalore, were abolished for want of adequate attendance.

Education of Special Communities.—To facilitate the inspection of the Hindustani schools in the malnad, the appointment of a third District Inspector for that area has been sanctioned and the entire jurisdiction of the Hindustani inspectorate re-adjusted. The inspectorate of girls' schools has been strengthened by the appointment of two Assistant Inspectresses for Hindustani schools. Boards of visitors have been constituted with a view to secure improvement in the efficiency of these schools. The whole scheme for the expansion of education among the depressed classes has been examined and the policy that Government propose to pursue in this matter laid down. It has been decided that it is far more useful to increase the number of rural panchama schools rather than concentrate panchama education in the boarding institutions which could, under any circumstances, only provide for a small minority. Instructions have been issued to open panchama

schools wherever a minimum of 20 pupils can be secured, and the boarding institutions at Mysore, Tumkur and Chikmagalur are proposed to be developed to the fullest extent in order to provide teachers for the panchama schools in rural areas. The measure of throwing open all Government and aided schools to the depressed classes has, I am glad to say, proved a success on the whole, and I venture to express the hope that the advantages of intermingling with other communities which the members of this unfortunate community will obtain in the future will hasten their social improvement. Liberal scholarships have been sanctioned for panchamas studying in English schools.

Special attention was paid to the opening, maintenance, and equipment of schools for the military classes.

Special Education.—The syllabuses of commercial schools and examinations were revised and a Board for commercial education appointed.

Among the other measures sanctioned may be mentioned the revision of rules relating to hostels, the opening of Natural Science sections in certain high schools, the institution of stipends to private candidates undergoing training as teachers, the revision of the foreign scholarship rules, the re-organization of the Central Book Depot, the encouragement of the institution of private hostels, and the increase in the rate of certain scholarships.

University.

The Mysore University has suffered a grievous loss in the death of Rajamantrapravina Mr. H. V. Nanjundayya, M.A., M.L., C.I.E., the first Vice-Chancellor.

A Faculty in teaching will be started from 1st July 1921, preparations for the same being made in the meantime. Eight lectures were delivered under the scheme of Extension Lectures in Mysore, Bangalore, Chikballapur and Hassan and a hostel was started for the students of the Engineering College. M.A. and B. Com. Examinations were held for the first time in the year. The results of all the examinations held by the University were fairly satisfactory, and out of the three candidates that came out successful in the M.A. Degree Examination, in the English Language, two were ladies. The second Convocation of the University was held on the 10th October 1919 when His Highness the Chancellor presided and Sir Abdur Rahim, K.C.I.E., addressed the graduates.

Industries and Commerce Department.

Loans for industrial purposes to the aggregate value of Rs. 2,16,200 were sanctioned during the year. The Central Industrial Workshop turned out goods to the value of Rs. 1,66,000 and made experiments in the manufacture of new machinery. The manufacture of soap in the Government factory has proved a commercial success and applications for its transfer to private enterprise have been made to Government. In view of the fact that a number of questions connected with the development of the soap industry are still unsolved, Government have decided to keep it under their control for some time longer. The value of outturn in the factory during the year is estimated at Rs. 1,09,353. The metal factory has also been doing very good work, having manufactured goods worth over a lakh and five thousand rupees. An extension of the factory has recently been sanctioned by Government. The art workshop gives promise of affording employment to a large number of

workers. The Government weaving factory has steadily increased its output and its results appear to demonstrate the practicability of installing power looms driven by electricity in the homes of our weavers. Government have passed orders re-organizing the Home Industries Institutes at Bangalore and Mysore.

The commercial section was engaged in the compilation of statistics in connection with trade and commerce.

The Mysore Iron Works.

Dr. Smeeth was placed on special duty in connection with supplies of ore and flux for the Iron Works at Benkipur, the name of which has since been changed, under His Highness' orders, to Bhadrapuri. A Superintendent of mining operations was employed and preliminary work was carried on at the ore mine at Kemmangundi. About 220,000 cubic feet of excavations were made and 100,000 cubic feet of ores stacked. A detailed survey of the rope line which descends the side of the Kemmangundi gorge from the mines to the valley below along which the ore is proposed to be transported, has been completed and plans, etc., have been prepared for the whole line. Quotations for the plant have been received and are under the consideration of Government.

Two-feet gauge Tramway lines aggregating a length of a little over 47 miles have been sanctioned in connection with the industry. Preliminary work is being pushed on, the outlay incurred on it during the year being about 4⅓ lakhs of rupees.

It is expected that the construction works will be completed by about the close of 1921.

Sandal Oil Factories.

The factories took delivery of about 1,488 tons of sandal-wood. There was good demand for oil but the profits were greatly affected by the rise in exchange.

Joint Stock Companies.

Six new joint stock companies were registered during the year and the total number of companies working at the end of the year was 95, their authorized and paid-up capitals having increased from Rs. 1,33,30,100 and Rs. 52,69,605, respectively, to Rs. 1,68,00,100 and Rs. 66,43,002, respectively. Of the more important new concerns that have since come into existence may be mentioned the Sri Krishnarajendra Cotton Mill, Mysore, which was started under the gracious patronage of His Highness the Maharaja.

Agriculture.

Good propagandist work was done by the department during the year, and 1,498 demonstrations were held and about 1,000 ploughs and 1,700 other implements sold to the public. An improved strain of seed ragi, obtained as a result of continued experiments at the Government farms, was distributed to raiyats and about 4,000 acres are reported to be under this crop during the year, permitting of a much larger expansion in the years to come. As a result of the efforts of the department, Red Mauritius and other high yielding varieties of cane have been planted on 1,500 to 2,000 acres of land. The use of commercial fertilizers and other manures is growing in popularity, and there is unmistakable evidence that our agriculturists are turn-

ing to the department for guidance and assistance as never before. Experiments were conducted at the Government farms and a bulletin on ragi cultivation, embodying the experience gained by the department during nine years of research and experiment, was published. The Pest Act was brought into force in two areas in the State for the control of *kole roga* in arecanut. No coercive measures were necessary and the results were highly successful, the disease having been entirely absent from the areas treated.

A Live-Stock Expert was appointed early this year, and a preliminary study of the cattle and sheep of the State has been completed by him. It will be his primary duty to investigate questions relating to the improvement of live-stock in the State and to submit proposals for the orders of Government. The control of the Civil Veterinary Department has been transferred from the Revenue Department to the Agricultural Department.

The length of the course in the Hebbal Agricultural School has been extended from two to three years in order that a more thorough training may be given to the men who are proposed to be recruited to strengthen the departmental staff.

Sericulture.

Sericulture made good progress during the year, the area under mulberry having increased by over 10,000 acres. The increase was largest in the districts of Mysore, Kolar and Hassan, where large areas were planted with cuttings supplied by the department. The staff was strengthened by the employment of a Japanese expert who devoted special attention to experimental work. Government have recently sanctioned the extension of his services for a further term of two years. They have also been contemplating the employment of a Japanese lady expert to help in introducing foot-reeling as a cottage industry in the State. Recent efforts to introduce Mysore silk into France disclosed the necessity of establishing power-reeling if we should seek to obtain a footing for our silk in the markets of Europe. Government have sanctioned the establishment of a filature which will be set up as soon as the necessary plant can be obtained from Italy. The department was re-organized and placed under the control of the Director of Agriculture.

Co-operation.

Special attention was paid to the consolidation of work in the existing societies and the development of non-credit forms of co-operation. Revised bye-laws were issued under the Co-operative Societies' Regulation, after consulting the Chief Court and eliciting public opinion. There were 1,402 societies with a membership of 92,679 and a working capital of Rs. 78 lakhs at the end of the year. The audit was separated from inspection work and has resulted in close and more frequent supervision. A sum of Rs. 20,000 has been advanced to the Weavers' Co operative Societies, and arrangements have been made to supply about 200 pallas of select varieties of ragi to about 50 societies for cultivation under the expert supervision of the officers of the Agricultural Department.

His Highness the Yuvaraja graciously distributed the ten prizes instituted by him during the Provincial Co-operative Conference held last year, one to the best Industrial Co-operative Society, one to the best Aqricultural Co-operative Society and the remaining eight to the best Credit Society in each district.

TECHNICAL DEPARTMENTS.

Public Works.

The total expenditure on Public Works from all sources during the year 1919-20 amounted to about Rs. 62 lakhs. The construction of the Krishnaraja Sagara Dam was proceeded with and the temporary weir gap was raised from +63 feet to +75 feet during the year. The turbine, high level irrigation, and scouring sluices on the north bank were also constructed. The members will be glad to hear that the extra storage of 12 feet renders it possible to give summer supply in the lower channels from January 1921. The top of the Dam on the south bank is at +107 feet and that on the north bank at +100 feet.

In order that an adequate return on the large capital outlay incurred on the Dam and allied works may be obtained as early as practicable, Government have sanctioned a few administrative changes so that effective steps may be taken for the inception and execution of channel extensions. The direct control of the Dam Construction Division has been placed under the Chief Engineer, Cauvery Valley Irrigation, thus setting free the Superintending Engineer, whose head-quarters has been removed to Mysore, to attend to the estimates and preparation of projects necessary for the further development of irrigation above and below the reservoir.

It is proposed to investigate the scheme of a reservoir across the Bhadra at Lakkavalli and also of one across the Kumudwati at Anjanapur in the Shimoga District. Administrative sanction has been accorded to a scheme for improving the water-supply of Mysore City at a cost of about 15 lakhs of rupees which will be taken up as funds become available. The existing circles of superintendence were reorganized during the year and their jurisdiction revised so as to make them geographically compact and administratively efficient. The project subdivisions which were formed two years ago for the preparation of irrigation projects were abolished and the scale for draftsmen revised under a provincial cadre. Government consider that the establishment in the Public Works Department can be curtailed in view of the contraction of work and propose to issue orders soon re-organizing the department to suit present conditions.

Electrical.

The work on the 6th Installation at Sivasamudram is well in hand and an outlay of Rs. 1,56,000 was incurred on it up to the end of June 1920. It is expected that the extension of the Generating Station will soon be completed and it will be ready to receive the new 4,000 H. P. Generator as soon as it arrives. The new Transformer Station at Bangalore was completed and brought into use in June 1920, and the electrification of the pumping plant at Soldevanhalli was executed two months before. The net earnings of the Cauvery Power Scheme during the year were about Rs. 9,96,000 representing a return of about 8 per cent on capital outlay. It is gratifying to note that in the city of Bangalore, the total day-load which comprises mainly of power-load, is in excess of the night demand which represents chiefly the lighting-load. This is an indication that the advantages of electric drive for industrial purposes are becoming more and more recognised.

Railways.

As a result of the resumption of the Nanjangud-Bangalore and Birur-

Shimoga sections, the work of the Railway Department has increased largely, the total open mileage worked by the State agency at present being 372 miles. 74·99 miles of metre gauge lines, and 57·10 miles of 2-feet gauge tramway are also under construction. The provision of additional rolling stock has become a measure of urgent importance, while, at the same time, owing to the industrial conditions prevailing abroad, it is very difficult to secure adequate supplies. The Mysore-Arsikere Section has been able to show slightly enhanced return compared to that obtained last year owing to the running of an additional shuttle train between Mysore and Hole-Narsipur. A reorganization of the Traffic Department resulting in the formation of two Traffic District Offices has been sanctioned, as the concentration of administrative and executive work relating to the department in the Traffic Manager was not satisfactory. The Railway Audit Department has also been reorganized and in view of heavier working expenses, the 3rd class passenger fares on the State Railways have been raised to the standard prevailing on other Railways.

The experience gained in working the State Railways has disclosed a number of defects in the present administrative arrangements of the Railway Department. It has become necessary to relieve the Agent from his duties as Secretary to Government, in order that he may have more time at his disposal for inspection work and also bring to early completion the lines under construction. It has also been found possible to combine the offices of Carriage and Loco Superintendents under a single head ; and these and other administrative changes, with a view to effect economy in railway administration, have recently been sanctioned and will soon be brought into effect.

A committee which was appointed to go into the whole question of exploitation of minerals in the State submitted detailed recommendations in regard to the alterations that might be made in the prospecting and mineral licenses in use, and suggested several modifications in the existing rules. Government have passed orders on their recommendations and have laid down a definite policy calculated to encourage the development of mineral resources by private enterprise, while keeping efficient control in the hands of Government. In order to encourage *bona fide* local private enterprise, the members will be glad to hear that Government have laid down that, other things being equal, natives of Mysore by birth or domicile should be preferred in the issue of licenses and that in special cases notifications should be issued calling for applications from such persons for specified minerals.

Pending further investigation as to the requirements of local industries and the available supplies of material, specific ores and minerals have been ordered to be reserved for Government purposes and no applications will ordinarily be entertained in respect of them.

The total output of bar gold during the year was 488,056 ounces, of the approximate value of Rs. 2,55,87,970 compared with 487,484 ounces of the value of Rs. 2,51,11,749 in 1918-19. The amount of royalty payable to Government during 1919-20, is approximately Rs. 14,10,661 as against Rs. 14,30,480, paid in 1918-19.

Local Self-Government.

Local Boards

The development of economic work in the districts which was hitherto being attended to by District and Taluk Progress Committees, has

been transferred during the year to the District and Taluk Boards, and the bill to amend the Local Boards and Village Panchayats Regulation in this respect is under consideration. Rules for the levy of tolls by Local Boards have been issued. Most of the local bodies have elected non-official Vice-Presidents, and rules defining their duties have been framed. In order to ensure better progress in the sinking of drinking water wells which are urgently required all over the State, the contribution leviable from the raiyats was reduced from one-half to one third, and in the case of depressed classes and in emergent instances, work was ordered to be done at the cost of Government.

MINOR DEPARTMENTS.

Muzrai.

The members will be interested to hear that the available surpluses at the credit of various muzrai institutions have been consolidated and formed into a fund called the General Muzrai Fund which will be invested and the interest accruing therefrom utilised for the benefit of muzrai institutions and also for other purposes not inconsistent with the object of the original endowment. It has been calculated that these surpluses amount to Rs. 5,00,920 consisting of securities and cash from which an annual interest of Rs. 20,313 is expected. A sum of Rs. 10,000 out of this fund will in future be set apart for special improvements to muzrai institutions by way of supplementing the annual Government grant of Rs. 10,000 ; Rs. 7,820 will be utilised towards the cost of a special engineering establishment ; and the balance for the institution of a few central schools for teaching the meaning and method of temple worship. Orders have also been issued for the formation of another fund called the Muzrai Establishment Fund to meet the charges of the establishment engaged in muzrai work in various offices of the State.

I. IMPROVEMENT IN THE EFFICIENCY OF THE ADMINISTRATION.

(*i.*) *The Institution of a Central Board for the Recruitment of the staff of Government Offices.*

The importance of having a carefully considered system of office procedure in Government offices as an indispensable condition of efficient administration has always been recognised by Government. The Efficiency Audit staff of the General and Revenue Secretariat has, for several years past, been engaged in preparing manuals of office procedure with a view to systematise and co-ordinate work in offices and also in inspecting Government offices whenever required in order to correct and minimise errors in procedure. The policy that dictated the appointment of the Efficiency Audit Officer has been vindicated in the report of the Government of India Secretariat Procedure Committee on which the orders of the Government of India were announced the other day. The Committee strongly recommend the appointment of an officer called the Inspector of Office Proeedure with duties more or less similar to those assigned to the Efficiency Audit Officer. The reports of the Efficiency Audit Officer have revealed the primary importance of establishing a uniform system of recruitment for public offices, if any permanent improvement in their work should be secured. The Secretariat Procedure Committee also recommend that such recruitment should be made through the agency of a Central Board called the ' Staff Selection Board ' specially constituted for the purpose. It stands to reason that a Board can more easily establish closer relations with all sources of recruitment than any head of a single department to whom this is

always a troublesome responsibility as he lacks the necessary machinery. It is likely that a more adequate representation of all communities in public offices can be secured, if the recruitment is made by means of a Central Board rather than by heads of departments acting independently of one another. A further advantage which will be secured by such a system is that salaries for similar ministerial work in all departments can by this means be made more or less uniform which is not the case at present. Without committing themselves to any definite course of action, Government propose to examine whether the system of recruitment that will in future be adopted in the offices in the Government of India may not with advantage be adopted in our Government offices also.

(*ii*) *Relieving the Chief Engineer of his duties as Secretary to Government, P.W.D.*

The offices of Secretary to Government in the Public Works Department and the Chief Engineer have always been combined in Mysore as they have been in British India. The Public Works Department is one of our largest spending departments and the disadvantage of burdening the head of this department with office work necessitated by his secretariat duties to the detriment of his inspection work cannot fail to strike any one. The Public Works Re-organization Committee which was apppointed by the Government of India a few years ago condemns the present practice and recommends a separation of these duties now combined in a single officer. Instances have frequently come to the notice of Government within the last year or two clearly pointing to the fact that greater scrutiny of the expenditure of public funds in the department can be secured and a more adequate return on the money spent can be expected if the head of this department is relieved of his secretariat functions. I have already mentioned that the Agent of the Mysore Railways will also be relieved of his duties as Secretary to Government. It is proposed to combine the secretariat duties under Railways and Public Works in one officer, and Government have selected for this post Mr. Dove Wilson who has considerable experience of both Railways and Public Works. It will be a part of Mr. Dove Wilson's duty to investigate at once into the entire railway administration of the State and suggest such changes as may be necessary.

(*iii*) *Re-organization of the Industries and Commerce Department.*

The Industries and Commerce Department is in urgent need of re-organization. You are aware that the work relating to this department is a "Transferred" subject in British India and it has been stated by a high authority that the Department of Industries will be "the severest test of the new constitution." The difficulty lies in devising measures suited to our peculiar industrial conditions and intended to be carried out by a Government agency not suited for work on business lines. The ability to initiate and manage large industrial concerns is not easily acquired and it is more difficult of acquisition at the present time owing to the growing demands of labour complicating all questions relating to industrial enterprise. The experience gained in working the department during the past few years points out certain defects in organization which will be put right at an early date.

(*iv*) *Improvement in the efficiency of Local Administration.*

An improvement in the resources of our local bodies is a crying necessity, for it is obvious that their efficiency is hampered by their poverty.

Both our municipalities and district boards are in a condition of chronic impecuniousness and no improvement in local administration can be hoped for until fresh avenues for developing their resources are opened out to them.

An examination of the present system of municipal taxation, for instance, discloses that it is really based on orders issued during the days of the Chief Commissioners and has no relation to the Municipal Regulation under which the administration is purported to be carried on. Moreover, there is a marked tendency even in the premier city municipalities of the State to depend on Government grants for the satisfaction of even their primary wants. The income obtained from water and lighting taxes, for instance, in Bangalore and Mysore Cities, is totally inadequate to meet the actual expenses. In one of his addresses to this Assembly, Sir M. Visvesvaraya said: "It is important that the people should be emancipated from the habit of petitioning Government for every small want and every petty grievance." It seems to be equally important to emancipate our local bodies from this unhealthy dependance on Government for the satisfaction of wants that should be a legitimate charge on local resources.

All that I have said above regarding municipalities is equally true of district boards. The whole position of these local bodies was reviewed in detail during the past year and the directions in which fresh sources of income may be tapped have been indicated. The revenue from the mohatarfa tax which has been made over to the boards is capable of expansion. Again, the direct taxes in municipalities are capable of revision. While the indirect taxes, such as octroi and tolls have largely increased amounting at present to 56% of the annual municipal income, the direct taxes on buildings, etc., have remained stationary for several years past. Government hope, in future years, municipalities and district boards will be largely self-supporting in the satisfaction of their primary wants.

II. THE DEVELOPMENT OF THE RESOURCES OF THE STATE.

(*i*) *Care and maintenance of our Irrigation Works.*

The State is fortunate in possessing a most carefully elaborated system of irrigation by tanks the capitalised value of which is estimated at over 7 crores of rupees. But no satisfactory methods have yet been devised to maintain this valuable property in an efficient condition. By the ancient custom of the country it is the duty of raiyats holding lands under irrigation tanks to maintain them in an efficient condition, and although the obligation has not been questioned, it has never been satisfactorily discharged. In 1866, the late Mr. Bowring, then Chief Commissioner, said: "Of late years the raiyats have silently ignored their obligations and the whole duty and cost of repairing tanks both in regard to the requisite labour and material have fallen on Government." But it was manifestly impossible for Government to undertake the petty annual repairs of over 26,000 tanks scattered all over the State and the raiyats' liability was re-imposed by the issue of rules in 1873 which are practically in force to-day. There has, however, been great difficulty in enforcing them owing to the decline of the communal spirit, the absenteeism of landlords and the absence of any penalty for non-performance. Various methods have been tried in recent years either by way of commuting the liability by the imposition of an acreage cess or of attempting to revive the communal spirit by the formation of village statutory bodies under the Tank Panchayet Regulation. None of the measures has proved

successful so far. Government have endeavoured during the year to provide a solution the chief features of which are contribution by Government of the cost of half the repairs by remission of the Irrigation Cess to the villages that discharge this duty satisfactorily, the imposition of a penalty equivalent to double the cost of maintenance in the case of defaulting raiyats, and the delegation of this duty to Village Improvement Committees wherever Tank Panchayets have not been formed. I would earnestly request the members of this Assembly to afford their full and hearty co-operation in giving a trial to the rules now framed; for, I am sure you recognise that agricultural prosperity of our State greatly depends on the careful preservation of its invaluable irrigational assets.

(*ii*) *Relations of the State with the Indian Institute of Science.*

The report of the Chemical Services Committee proves the urgent importance of establishing Chemical Research Institutes if Government should desire to promote industrial enterprise under our present conditions in India The committee recommend the constitution of an All-India Chemical Service and the establishment of Research Institutes under provincial control in various parts of the country together with an Imperial Institute with advisory functions under the Government of India. The governing body of the Indian Institute of Science has also come to the conclusion that a change in the main object with which it was originally established, namely, that of providing a post-graduate University training, is called for by the present trend of conditions in India. Government are naturally keenly interested in these questions and have under their consideration the changes in their relations with the Indian Institute of Science which they will submit for the decision of the Government of India when the question of the future constitution of the Institute comes up before them for consideration.

(*iii*) *Financial facilities to Trade and Industry.*

(*a*) *The Bank of Mysore.*—During the early part of this year the Government appointed a committee presided over by the First Member of Council to consider and report the directions in which the work of the Bank of Mysore may be improved. Since its establishment seven years ago the Bank has made steady progress but the resources at its disposal are not adequate for meeting the growing demands of business and a large portion of the trade of the State is still untouched. There was also a gradual decrease in the ratio of capital and reserve to deposits which were expanding rapidly, and no action had been taken in regard to the transfer of Treasury work to the Bank as contemplated at the time of its establishment. Government have recently passed orders on the recommendations of the committee. The policy that dictated the establishment by Government aid of a private banking institution in the State has been abundantly vindicated in the signal assistance which the Bank of Mysore has rendered in the flotation of the recent loan, and Government expect that, after the measures now sanctioned are brought into force, the Bank will gain in prestige and financial standing and will be of even greater assistance in developing the resources of the State.

(*b*) *The Co-operative Movement.*—Government have recently announced the appointment of a committee on co-operation. The co-operative movement has caught on in Mysore quite as effectually as in other parts of India so that we have at present 1,400 societies serving 92,600 members with a working capital of Rs. 78 lakhs. But there are certain unsatisfactory features about it which the Government would be glad to have examined by an expert

committee. The movement has not thriven in the malnad part of the State which is probably in greater need of an agency for cheap credit than the maidan and associations for other than credit purposes have hardly succeeded anywhere. Even in regard to the work done in the field of credit it was revealed in an investigation of the affairs of 350 societies that the financial indebtedness of the members had undergone no change except that half of it was transferred from the sowcar to the society and that their assets had increased by 16 per cent. Government have been forunate in securing as Chairman of the committee one of the well-known members of the Committee on Co-operation appointed by the Government of India a few years ago.

III. INCREASING THE EFFICIENCY AND PROMOTING THE WELL-BEING OF THE PEOPLE.

(*1*) *Amelioration of the condition of the depressed classes.*

The question of improving the condition of the depressed classes was very ably discussed at the Birthday Session of the Representative Assembly and also at one of the meetings of the Economic Development Board. As you will easily recognise, the question is not free from difficulties. There is no doubt that some sort of State action is called for as the depressed classes, in their present condition, are incapable of self-help and it is impossible to expect any private agency to co-ordinate the work of a number of Government departments whose active sympathy and support are essential if any real improvement is to be effected in their condition. But it will not do to minimise the danger of unsettling the minds of a large community and withdrawing its members from the work they are now accustomed to without, at the same time, providing them with avenues of employment suited to their roused aspirations. In any case, the problem of ameliorating the condition of nearly one-sixth of our population at present sunk in poverty and ignorance is far too stupendous a task to be tackled even by a Government agency however well equipped. The question as to the best lines on which this might be attempted has recently been referred to a committee whose report will be earnestly awaited by Government.

The city has never been provided with a proper drainage system. A comprehensive scheme, capable of being taken up in sections and estimated to cost in the aggregate about 18¼ lakhs of rupees, has been prepared. Government have promised to pay half the cost of the scheme provided the balance required is found by the Municipal Council. The entire system of water-supply, which was laid out over 25 years ago, requires renovation and extension. An expert committee has been appointed to go into the whole question and submit a report.

In Mysore.—It cannot be said that the sanitary condition of the capital city is all that can be desired. The sewerage and drainage works are not yet complete and sufficient attention has not been paid to house connection. All the population displaced in consequence of the acquisition of properties has not been provided with houses. The construction of new houses in order to avoid over-crowding is an urgent necessity.

With a view to enable the cities to carry out their productive work and to solve the housing problem, it is absolutely necessary that the two premier municipalities should evolve some means of raising loans from the general public. Government have indicated that they are prepared to consider any workable scheme involving a reasonable contribution from State funds to bridge the difference between the rate of interest at which they have to

borrow and the rate they charge for their loans. The great example which has recently been set by Bombay is likely to be largely copied by the other leading cities in India and Government earnestly trust that the local authorities responsible for the administration of our two premier municipalities will not be slow to appeal to the civic patriotism of their moneyed classes to finance schemes of local importance.

Conclusion.

I have now placed before you the most salient features of the past year's administration and some of the more important questions now demanding your attention. The march of events elsewhere has begun to affect us in a manner to which we were not accustomed before the war and it is therefore of vital importance to us to organize and strengthen our social and economic fabric so as to be able to rely more and more on our own resources and be less at the mercy of these unknown factors. The violent convulsions through which society has passed in many parts of the world—though we have been fortunately free from their direct effects—the breaking up of class privileges and distinctions, and an increasing political consciousness have made the demand for equality of opportunities more and more insistent throughout the world and the problem of the advancement of the relatively backward classes without in any way affecting the progress of the community as a whole is the one that is pressing itself for solution everywhere and is also engaging our most anxious consideration. Political reforms of a far-reaching character are in the process of introduction in British India and the whole political atmosphere is in a state of violent disturbance through various causes. These changes do not at present directly affect us, our conditions being so different. In all questions of imperial policy that may involve the interests of the State, the powers of His Highness the Maharaja to safeguard them remain unaffected. With us, there is no cleavage between official and non-official interests and there is already considerable association of the non-official element in the ordinary administration. Subject to certain limitations imposed by the nature of our constitution, His Highness the Maharaja has been graciously pleased to give the people ample opportunities to place their views before his Government on all important legislative, fiscal and administrative measures and to take a considerable part in the administration. It is for you to take full advantage of these opportunities, to make yourselves more and more responsible for local affairs, to strengthen the foundations of the existing assemblies and councils, and qualify yourselves for an increased share in the administration. The financial situation also needs at present your earnest co-operation. The increasing demands of a progressive administration and the policy we have adopted of a large expansion in education and providing assistance to the people in the development of agriculture and industries, have made the problem one of the greatest difficulty at a time when our resources have been affected by causes over which we have no control. You will appreciate the complexity, the importance and the gravity of the various economic, social and other problems that Government are called upon to solve and I feel confident that I am not appealing in vain to your patriotism and public spirit when I ask you to co-operate in carrying out the beneficent intentions of our beloved Ruler for the advancement of his people and the improvement of the administration of his State.

UNIVERSITY OF MYSORE.

Sir Leslie Creery Miller's address.

AT THE THIRD CONVOCATION HELD ON MONDAY, 1st NOVEMBER 1920.

In the latter part of the past academical year the shadow of mourning has darkened the University. The death of the First Vice-Chancellor has deprived her of a very faithful friend—who sat by her cradle a zealous, loving nurse; and helped to guide her infant footsteps on her appointed path—a genial, kindly gentleman. In the deliberations of the Council, we greatly miss his gentle guidance, and his complete knowledge of the details of all the subjects that came before us.

He has bequeathed to the University two tokens of his good-will: a prize to be competed for by men and a prize to be competed for by women, tokens which amid many other things will serve to keep his memory green when all of us who knew him and who mourn his loss shall have followed him.

Another zealous friend Mr. Thomas Denham, has left us but happily still lives to watch with interest and sympathy our efforts and our successes: and doubtless to lend us, if need be, a helping hand from time to time.

I have not much to say about the year's events. Our students have increased in number by some 100 men; and in the present year which commenced on the 1st of last July, we have been faced with the problem of finding places for more candidates than we can easily accommodate. When our young men are urged to turn to the study of science and technical knowledge, it is incumbent upon us to provide for those who accept the invitation: and how to do this is one of the questions which require solution early.

But if young men are clamouring at our doors, that is not the case with young women. For them we are still waiting. It may be that we are at fault, that we do not provide sufficiently varied attractions if I may so phrase it, that we ought to increase the number of courses of study. That is obviously a matter mainly of expense. The problem from this point of view is to provide necessary attractions at the minimum cost. It is not insoluble, I daresay varied; but I am not attempting to propound the best solution; for one thing, because it is clear to me that even with the restricted curriculum at present available to students of the Maharani's College, there ought to be in that college a far greater number of students than at present there are. I do not seek to fix the blame for that; but I am sure the University cannot be held to be mainly, if at all, in fault.

Our endowments are steadily if slowly increasing: in the past year some Rs. 4,500 have been added to the total, and since then two other gifts have been offered, one of Rs. 1,000 by a gentleman of Saklespur for a medal, and one of Rs. 5,000 by Mr. P. Raghavendra Rao also for medals in memory of his father, Mr. P. Krishna Rao. These await only formal acceptance and final settlement of the conditions of award. For all these contributions, the University cannot be too grateful.

I believe I am fully justified in saying that throughout the year the Government, the Senate and the Council have done all that seemed to them possible to help the University on the path of progress on which it has so recently started; but over all this endeavour has hung the cloud of poverty. "Postponed for lack of funds" has seemed to me, since I was asked to do the duty of Vice-Chancellor, to be the fate of all or nearly all the schemes suggested for expansion and development. Bid me not revive the *infandum dolorem* of those disappointed efforts of ours. Are they not written in the records of our Senate and Council meetings and the proceedings of the Government in the Department of Education and Agriculture? There let them lie till times are more propitious. A kindly pat on the back by Sir Michael Sadler and some of his learned colleagues has assured us that our start has been good, that our constitution is framed on the approved lines; and my successor and the Council have now to consider, with the help of an analysis full of suggestions made for them by Mr. Denham, the report of Sir Michael Sadler's Commission so far as it presents features, ideas, methods which may be found suitable for adoption here. It is probable, nay certain, that some changes may be found desirable; and naturally we shall be found to have made some miscalculations. I do not myself believe that any change which the new Vice-Chancellor and the Council will be able to suggest will render the administration less expensive; and it follows that so long as "financial stringency" is with us, we shall be hard put to it to do any of the many things which even now seem to us desirable.

The process of cutting our coat according to our cloth is simple enough and satisfactory enough if the material is plentiful; it becomes a difficult and somewhat disheartening task when the supplies of the cloth are insufficient to meet our demands: our aim is to turn out a really useful, comfortable and reasonably fashionable garment with all the newest improvements and adornments; and I do not doubt that even with the material now at our disposal, we shall, given plenty of time, achieve a very creditable result; but if we are to be delayed till the period of financial stringency shall have waxed and waned and disappeared, our progress is likely to be very much slower than we or most of our well-wishers desire.

On the one hand, we have eager, insistent voices, anxious and rightly anxious to provide for the youth of Mysore, of both sexes, the opportunity of studying in their own University all the branches of knowledge which they desire to acquire,—one urging us to furnish our coat with an agricultural swallow-tail, another insisting on a medical cape others suggesting full legal pockets, or a musical and artistic collar and cuffs, and beside all these, we have still in our ears the voice of Sir Ashutosh Mookerjee bidding us "Forget not that education is the one subject for which no people has ever yet paid too much."

On the other hand, we have the Government holding in trust for the people the monies gathered mainly from the people, bidding us be patient, handing out to us such quantity of material as they believe they can rightly spare for us, and bidding us make the best of it. "We know," they will tell us, "that education is the most important, as it is also the most importunate, of the Departments over which our funds are to be distributed; and we may accept Sir Ashutosh Mookerjee's statement that, if the history of civilization be explored, it will be found that 'the people who provided the greatest educational opportunities were always the most wealthy, the most powerful, the

most respected, the most secure in the enjoyment of every right of person and property."

We observe, however, that he speaks of "peoples" and not of Governments; and we should like some of those who have accepted his invitation to explore the history of civilization to inform us whether the proportion of the revenues expended on the provision of educational facilities by the Governments of those "peoples" was greater than the proportion spent by us to-day. "We recognize"—that they may say—"that if ever the time comes when our weapons can be cast away or beaten into plough shares and pruning hooks, that time will come through the spreading of knowledge, and we recognize that in the spreading of knowledge, the University is one of the most important and effective agents which we can employ; but the time is not yet, when our policemen can be beaten into School-masters, our Magistrates and Judges turned into professors, our courts and our jails 'scrapped' or converted into libraries and lecture halls. For the present, you must be content to take your share of the revenues, and that share shall be as great as we can make it with due regard to the requirements of our other necessary, if less important, services". That is reasonable enough, right enough. But the result is that the University fails to obtain the necessary subsistence. So far from being able to expand, so far from being able to inaugurate more courses of study in new branches of learning, or higher courses of study in those already taught, we find ourselves unable, solely from lack of money, to do all that ought to be done to provide for the courses which already are set out in our Calendar. I have already referred to one or two facts which show how we are situated. Our students have increased in number by about 100: and in July last for 40 seats in the Engineering College there were 180 candidates —some from outside the State of Mysore—and it was, I think, in the month of July last that one of my colleagues and I, leaving the court at about half-past two in the afternoon to enjoy a brief half hour of doubtless well-earned rest, were to our surprise escorted through the corridors by a numerous band of young men, obviously students. It was not the pattern of our gowns they came out for to study: it was not the silvery gleam of the maces borne before us that attracted their cupidity: they were simply a number of honest lads who had qualified themselves for admission to the University and were come to ask the Vice-Chancellor to help them to obtain seats in the Central College —where there was no room for them. What help was possible had, in fact, already been given by others. The Principal of the College had already made the best possible arrangements for the applicants and the Government readily sanctioned the necessary expenditure. So far so good; but these things are a warning If we are likely to find increasing difficulty in providing for the accommodation of would-be University students, what becomes of the proposition, put forward two years ago as axiomatic: "All sources of knowledge must be open to all students as they want them"? If the people of Mysore intend to accept this proposition, if they mean to make their University self-contained, if they desire that the young men and women of this country shall be independent of its 'recognition' by other universities, for their higher and more specialized post-graduate studies—then they must recognise that there is only one key which can effectually lay open the sources of knowledge, and that key is a key of gold: and they must make up their minds to help in the making of that key. For, it has to be remembered that every student entering our halls is a source of expense no less than of pride to us. We cannot increase the number or the strengh of our classes without increasing the staff of our teachers: it may be

that a pleasant path in a shady grove may suffice as a lecture hall for the inspired exponents of philosophical systems; a platform under a pipal tree may do for the students of history; but for those who seek to study science under modern conditions, there is more to be done; delicate and costly apparatus, specially designed and constructed lecture rooms and laboratories; all have to be provided in sufficient quantity, and none can be provided without a large expenditure. What then are the people of Mysore going to do about it? I turn to the report of the address given at the Convocation of last year by my friend and sometime colleague, Sir Abdur Rahim. What does he say about it? "I have not the least doubt that the citizens of this State are proud to have a University of their own. May I not also assume that every one will consider it to be his duty to make such contribution as he is capable of, towards its advancement? The rich men of Mysore..... ..... will, I earnestly hope, rejoice in having an object, worthier than which there is none, on which to lavish their wealth and treasure. It would be a matter of surprise and disappointment to all if the Mysore University is not richly and abundantly endowed by the munificence of the wealthy sons of the State."

I am afraid our friend, if he has been watching us with the sympathy indicated in his address, must by this time be somewhat surprised and somewhat disappointed. Not that we are ungrateful, for the gifts that have been made to us; far from it, but they, so far, are gifts for the provision of rewards to students, very valuable to the University, but not quite what Sir Abdur Rahim meant, I think by endowment. It may be, I think it is, likely, that he somewhat over-estimated the number and perhaps the resources of the wealthy sons of the State. There are probably few whose wealth could enable them to make large contributions to the University: contributions, such as the recent gift of £ 165,000 (say 16 lakhs of rupees) for a school of Biochemistry at the University of Cambridge, make our mouths water, but we do not at present expect a superabundant supply of them from individual citizens of Mysore.

But if the citizens of Mysore are really proud of having a University of their own, if they really desire and really mean to establish it firmly on solid foundations with the least possible delay, can they not call in aid of their determination that spirit of co-operation of which so much is heard in these days? What one man cannot do by individual effort, many may accomplish by united endeavour.

Surely it is not necessary to label each gift with the name and style and address of some individual donor. Can our citizens not sink their individuality in their corporate capacity? Is it not possible for a number of of citizens representing some locality, or less desirably, some community, to combine in contributing an endowment? Can we not hope to see, let me say, a Senate House, presented by the citizens of the Mysore City or of Mysore District? Why should we not have a chair of what you will, be it Biology, or Geology, or History, or Philosophy, or Sanskrit, founded and endowed by the citizens of Shimoga? A Tumkur professor of this, a Kolar professor of that, a Chitaldrug professor of the other? Let but our Cities, Districts, Taluks, Hoblis, and what not, vie with one another in bringing gifts for the maintenance and expansion of the young University, which, if all be true that is said, they were so eager to establish; and soon we shall feel that we stand firmly on our feet and may venture to increase the length of our stride. Our University is now, as all of you know, not a

State-aided, but a State-maintained institution; it is, I venture to think, very much dependent on the instruction of the public opinion and the requirements of other schemes and projects from year to year. I do not for a moment doubt the good-will of the Government. I do not for a moment question its generosity. I do not hope or indeed wish to free the University entirely from Government control or to make it entirely self-supporting without aid from the State. I believe that it is now well established; and I glory in the fact in the citizen who ever now from time to time suggest that it is still a costly experiment, liable to be "stopped" (if I may so express it), it must survive. I believe that it will grow and is growing in strength and in health, and that it will absolutely repay the State and people of Mysore the labour and the sacrifices they have made to establish and to maintain it; but I believe that it will grow and repay the better for a greater financial safety, greater financial scope for development, and I see in the gifts of the people the most promising and the best method of hastening the day of harvest. The method of present need in regard to the citizens that of lightening the shoulders of authority with the burden of responsibility is a method which has its uses and achieves results, but it requires in my view to be supplemented, if not supplanted, by the method I have suggested, whereby the people themselves put the hand of assistance to the plough of endeavour. This will they manifest, they will believe in their University and go to it to create the harvest in the future of the prosperity and happiness of their country.

If I have wearied you with so long and so "materialistic" a discourse, it is because I have felt that this is the best opportunity I am likely to get of emphasising a matter of very great importance to the future of the University; and because it seems to be necessary to keep in view the material side of the educational problem, for it is perhaps likely to be a little eclipsed and obscured by other more attractive aspects of it.

Now, I turn to the matter which is the proper subject of the discourse suitable to the occasion, which it is my duty to deliver, a word to you to you who have to-day received degrees in this hall and I ask you what are you going to do for Mysore—what are you going to do to repay your country and your families for the sacrifices made for you, for the education already given to you and for the education which will, I hope, be given to many of your brothers in this University of Mysore. If the question arises to you what is the profession in which a young man with a university degree can best serve Mysore at present, I believe that if you give yourselves an honest and sincere answer that answer will be "the profession of a teacher." Everywhere we hear of the need of education—a few days ago at the opening of the Assembly I heard the representative of an association of members of what are known as the "depressed" classes deliver a short and interesting address to the Dewan. "What my people want of the Government" said he, "is education" and there are few, if any, communities in Mysore of whom the same thing cannot be said. Well, if that is the universal want, are you going to help to supply it?

The University will open next year a post graduate course for a degree in teaching and the Government is even now, I believe, considering a comprehensive scheme for education, and may soon announce its suitable and I trust a liberal policy. What that policy may be I do not know; but I can hardly imagine any intelligent modern policy of education which does not involve the creation or extension of the

network of well-organized schools" of which we [illegible] years ago and each school of that sort [illegible] organized schools requires a staff of skilled, trained and competent teachers. So I venture to think you will not have any lack of opportunities of obtaining employment as teachers, and there is, I believe, no more splendid occupation which affords greater opportunities of doing great and noble work for Ulysses. But you will naturally ask how far the adoption of the teaching profession is likely to yield you material fruit. The work may be great, the work may be noble, it will certainly be taxing. Will my reward be as great? Will my prospects be noble? May I expect adequate remuneration for my toil?

Well, for some years now it has, I think, been recognized that the occupation of a teacher is economically productive. The status of engineer and unlike those of the lawyer and the soldier, which in their essence are but necessary evils originating in the unwisdom of the human race—and we have heard from all parts of the world voices powerful, eminent, wise voices, insisting on the necessity of attracting to the service of education by the offer of adequate rewards, the best equipped men and women, not to say brains, to be found among the young men and women of the country if that country is to keep pace with others in prosperity and general well-being.

I do not doubt that the Government of Ulysses accepts the soundness of the proposition so insistently urged, and I seem to see probable that in a few years' time the educational services of the State will present as many attractions to its members as any branch of the administration, and at least equal opportunities for rising to the highest positions and that not only in their own profession but also in the councils of the State.

But if you think that this prophetic vision is possibly painted in colours somewhat overbright, then will you consider for a little the other aspect of this matter? Do not we hear all round us the hymns of praise raised to the spirit of service, the spirit of sacrifice? Writers and teachers, lecturers and preachers, join without ceasing in exhorting and adjuring us to turn from our old paths to leave the multitude who throng the altars of the spirit of self-help, and join the small band of men and women who through the ages have gone their own ways and brought their offerings to the altar of the spirit of service. The few who have been worshippers of that spirit not only with their lips but in their lives "Trust no more" they tell us, "to the old dogma 'God helps those who help themselves'—dogma born of the age-long cruel struggle for life. 'God helps those who help others' is nearer to the truth. Be not over busy about your own needs whether material or spiritual. Be not over anxious about your own wealth, your own ambitions, your own comforts, your own souls; seek ye first the service of others, and all these things shall be added unto you. Surely a grand doctrine, if a hard one.

In all this, of course, there is nothing new, but ages the doctrine of sacrifice has been preached by teachers of different religions and philosophical systems, preached it is true, but practised by few of the preachers and few indeed of their hearers. The struggle for life has held the field for long. Is the time coming when it is beginning to yield? Many will tell you "Yes. The spirit of service is moving the peoples of to-day and will spread its influence surely if slowly till the world is filled with its blessings." I hope that may be so, but the point now is this: if you are at all imbued or even slightly tinged with this spirit of service, it should not surely be a very hard thing to live up to it, so to speak, to the extent which I am now suggesting

Even if by the adoption of teaching as a profession you cannot hope to attain as great wealth, as great worldly position, as great fame, as can be reached in other professions, other occupations, still you will not starve : your families will not lack food, clothing or shelter, you will not have to beg your bread : can you give up some hope of greater worldly advancement for yourselves, to bring to the service of your fellow countrymen those talents which you have been able with their aid, to develop? Can you live for the good that you can do rather than for the good that you can get? It is no small thing to bring light to them that sit in darkness. There are many ways of doing it, no doubt, and I have suggested to you but one and perhaps a very obvious one. It is at your choice. If you can see a better way, take it : if not, give mine. I pray you, your earnest consideration. Your University will watch your choice with sympathy and interest, and whatever that choice be, I trust that in the fulness of time it will bring to you your hearts' desire.

THE DEPRESSED CLASSES.

The Adi Dravida Abhivridhi Sangham.

ADDRESS OF ITS REPRESENTATIVE PRESENTED TO THE DEWAN OF MYSORE ON 25—10—20.

On behalf of the eleven lakhs of the Panchama population of this State and in the name of the Adi Dravida Abhivriddhi Sangham, I beg to submit our deep spirit of profound devotion and loyalty to our sovereign, His Highness the Maharaja and our overwhelming gratitude to His Highness for the Great Act of Emancipation graciously extended to our community.

It is now over six years when His Highness' Royal Brother His Highness the Yuvaraja inaugurated the campaign for amelioration of our conditions by forming the Bangalore Social Service League and with characteristic foresight enlisted your sympathy also in our behalf as President of the League. Your appointment to the First Office in the State naturally therefore raised hopes in us of further progress in our cause and your message of hope and help to us in your Address to this Assembly last year accentuated them. Those hopes have been right royally fulfilled by the gracious act which has to-day rendered articulate the dumb millions in my community. To His Highness the Yuvaraja therefore and to you in a special measure, my community commands me to convey their sense of profound gratitude and thanks.

His Highness' Government have all along treated us generously and dealt with the schemes for our amelioration and advancement in a liberal spirit. We are accordingly actuated to-day by a spirit of thankfulness and not of complaint.

We shall, however, be failing in our duty to the Government if we omit to submit on this occasion our needs as we understand them. It is in this spirit that I submit the following matters for your gracious consideration.

Needs of the Depressed Classes.

We are an ancient community with a civilisation, philosophy and history of which we reasonably feel proud. We are confident that our present unfavourable conditions are the outcome of our economic degradation. We are confident also that our social condition will automatically improve with the improvement of our economic condition. We beg therefore to urge that all efforts in our behalf be concentrated on the following matters.

Our foremost need is education—universal education. We are thankful to the Government for throwing open all Government and aided schools to our boys and girls. We are thankful to them also for their programme of rural education promised in April this year. But we feel strongly that our advancement and even our utilizing the abovementioned privileges to the full extent, depends wholly on Boarding Schools of the kind established in Mysore City and we pray that one such school and on the same scale be

established in each district as soon as possible. In any case, one such school in Bangalore is a crying need because of the very large population there.

Our next need is an opportunity to earn a decent living on our own account by our own toil. We pray that at least one special agricultural settlement be organized in each district granting to each settler an extent of at least 5 acres of dry land and an acre of wet or garden land when available and also advancing the necessary agricultural capital in some cases. As an additional safeguard we propose that such lands may be declared inalienable for two generations of holders, in order to ensure the development of a prosperous agricultural community.

Similarly at least one special officer of the Industrial Department may be deputed to carry the Home Industries to the "Homes" of our community and improve the condition of the weavers, rope-makers, basket-weavers and other artisans amongst us.

Our third need is capital. We are convinced that the co-operative movement affords the only means for our emancipation in this direction. Owing to our special conditions, however, the problem of co-operative organization offers peculiar difficulties requiring constant study and sympathetic treatment. We pray that arrangements may kindly be made to give greater emphasis to this item of work in this department.

The housing of our community in the cities and towns and the provision of adequate facilities for water for domestic purposes and bathing is another crying problem.

The further progress of our community will be greatly accelerated by the creation of a special organization which will watch over the efforts made by the various departments and ourselves and provide, from time to time, the necessary stimulus or corrective. Such an organization is necessary also to ensure all officers dealing promptly with our requirements in pursuance of Government Orders, and for interviewing such officers or for placing our case authoritatively before them when need-be.

This organization will not be official but it may be entrusted with the administration of a special grant to be made by Government for our amelioration and may contain a few Government nominees. The Government may also appoint a full-time secretary who will, however, be subordinate to the organization in all matters. It may be given direct access to any head of department or to Government in all matters concerning our welfare, but may not be subordinate to Government in respect of its individual actions or decisions.

The above summarizes our immediate needs and we confidently leave them in your safe hands.

Dewan's Reply to the above Address.

It is indeed a matter of special gratification that the depressed classes of the State have now secured direct representation in this Assembly. I wish to commend the moderate tone of the address of their representative which augurs exceedingly well for their future. It will give me very great pleasure to submit to His Highness the feelings of profound gratitude, loyalty and devotion expressed in that address. I have just outlined the policy of Government in respect to the promotion of education among these classes.

Schools will be started wherever a minimum number of pupils can be secured in order that as large a part of the community as possible may be brought under the civilizing influence of education. The further measures necessary for the improvement of the material condition of the depressed classes and their social elevation have been referred, as I have stated already, to a Committee specially appointed for the purpose. I can promise, on behalf of Government, that any recommendations that they may submit on this important question will receive careful and sympathetic consideration. I have no doubt also that the Committee on Co-operation which will shortly commence its labours will devote special attention to the economic needs of depressed classes.

MYSORE DEAF AND DUMB INSTITUTE.

Report for 1919-20.

The Honorary Secretary of the Institution has forwarded to us a copy of the report on the working of the institution during the year 1919-20. In order to stimulate public interest in the activities of this institute, we print below some extracts from the report :

Strength :—There were 49 pupils (45 male and 4 female) on the rolls of the Institution on June 30, 1920, distributed as follows :—

Training 2 ; Deaf 22 ; Blind 25. As many as 16 pupils could not be admitted for want of funds and accommodation.

Progress :—The two pupils in the Training class passed in the Final Examination for the Teachers of the Deaf. Five of the blind pupils are being prepared for the L. S. Examination, and they learn English also. Their progress was good in music. The Deaf progressed moderately well in Articulation and Speech-reading, several devices having been employed for the purpose. The rattan and textile articles made by them found a ready sale.

Finance :—During the year under report the receipts amounted to Rs. 8,981—6—1 chiefly owing to the gracious donation of Rs. 2000 by His Highness the YUVARAJA of Mysore—set apart for a Braille Plant, and the expenses were Rs. 6,769—1—10 leaving only a small balance.

Hostel :—Owing to the high prices of foodstuffs, the feeding charges per pupil with all possible economy amounted to Rs. 8—15—1, the total expenditure being Rs. 2,003—6—4. The annual contribution from the 8 District Boards amounted to Rs. 1,045 while as many as 20 boarders belonged to these districts. During these hard times it is very difficult to get voluntary contributions to the extent desirable. It is, therefore, requested that the District Boards will be pleased to raise their contribution in proportion to the number of poor and destitute pupils seeking admission into the Hostel.

Pressing Needs :—A suitable building with an extensive compound and sufficient funds for the efficient progress and further development of the Institution.

Earnest Appeal :—The Managing Committee beg to invite the kind attention of the generous public to the increasing usefulness of the Institution and the right which the destitute defectives have to the benevolent help from the more fortunate members of the Society. They, therefore, fervently appeal to all philanthropic persons for liberal contributions in cash and permanent endowments.

PART I.—Orders of Government (Mysore.)

FINANCIAL.

Leave Regulations.

CHANGES IN THE RULES.

The broad features of the changes made in the Leave Regulations are the following :—

(1) Removal of restrictions on taking short and long leave either by itself or in combination.

(2) Simplification of long leave rules by the elimination of the existing three kinds, *viz.*, furlough, leave on medical certificate, and leave on private affairs, and the substitution of only one kind of leave, namely, furlough.

(3) Permission to officers coming under the Indian Service rules to take furlough for five years whether with or without medical certificate instead of furlough for two years and leave on medical certificate for three years.

(4) Accumulation of privilege leave up to 4 months.

(5) Permission to take in certain cases long leave in anticipation of earning it.

(6) Removal of restrictions imposed on the retirement of officers at the end of leave taken by them and the grant within certain limits of leave to officers who have passed the age of 55 years.

(7) Permission to combine privilege leave with vacation in the case of officers of vacation departments.

The new rules will have effect from 1st October 1920.

G.O. No. Fl. C. 160-209—S. and A. 130-20-1, dated 26th October 1920.

High Prices allowance.

EXTENDED TO NON-GAZETTED OFFICERS DRAWING Rs. 100 TO Rs. 250.

Government are pleased to sanction high prices allowances to non-gazetted officers on salaries exceeding Rs. 100 according to the following scale :—

RATES OF SALARY.	RATES OF ALLOWANCE SANCTIONED.
Those in receipt of salary above Rs. 100 per mensem and not exceeding Rs. 150 per mensem.	Rs. 12-8-0 each per mensem.

RATES OF SALARY.	RATES OF ALLOWANCE SANCTIONED.
Those in receipt of salary above Rs. 150 per mensem and up to Rs. 250 (inclusive).	Rs. 15 each per mensem.

The maximum emoluments including the allowance sanctioned in this order should not exceed Rs. 265 per mensem and in the case of those whose salary, exclusive of this allowance, is between Rs. 250 and Rs. 265, the allowance will be limited to the amount required to make up the maximum of Rs. 265.

This sanction will have effect from 1st December 1920 and be in force until further orders.

G.O. No. Fl. 3930-79—S. and A. 25-20-31, dated 18th December 1920.

The State Provident Fund.

An officer who chooses to discontinue or to resume payment of subscriptions may do so only from the beginning of a new financial year.

G.O. No. Fl. 3510-58—G.F. 97-20-2, dated 2nd December 1920.

The State Provident Fund.

REPORT FOR 1919-20.

Number of Subscribers.—The number of subscribers at the commencement of the year was 2,664. During the year under report, 160 persons were enrolled as members and 110 ceased to be as such, with the result, that there were 2,714 members at the close of the year. Of these, 16 are compulsory subscribers.

Receipts.—The amount subscribed during the year was Rs. 94,711–13–10 as against Rs. 90,734-11-2 in the year previous. The repayment of temporary advances amounted to Rs. 15,111-9-4 as against Rs. 8,427-11-0 during the previous year.

Withdrawals.—There were 110 cases of withdrawals from the fund during the year, of which 57 were due to retirements, 32 to deaths, 12 to resignations, 5 to dismissals and 4 to the subscribers having joined the Railway Department. The amount thus withdrawn aggregated Rs. 15,413-15-7.

Temporary advances.—There were 200 cases of temporary advances and the amount advanced in the year was Rs. 19,627-0-0 while that repaid during the year was Rs. 15,111-9-4.

The financial position of the fund on 30th June 1920 was therefore as follows :—

				Rs.	A.	P.
Opening balance on 1st July 1919	...		...	2,97,894	7	5
Subscriptions during the year	...		...	94,711	13	10
Repayments of temporary advance	...		...	15,111	9	4
		Total	...	4,07,717	14	7
Withdrawals during the year	...		...	35,040	15	7
	Rs.	A.	P.			
Permanent	15,413	15	7			
Temporary advance	19,627	0	0	35,040	15	7
		Balance	...	3,72,676	15	0
Interest credited during the year	...		...	16,205	8	6
Closing balance on 30th June 1920	...		...	3,88,882	7	6

G.O. No. Fl. 4013-119—G.F. 101-20-2, dated 23rd December 1920.

LAND REVENUE.

Village Improvement Clerks.

THEIR PAY RAISED.

The Revenue Commissioner in Mysore recommends at the instance of the Deputy Commissioner, Hassan District, that the pay of the Village Improvement clerks of all the District offices may be fixed at Rs. 25 per mensem as the pay of the Village Improvement clerks in Taluk Offices has been raised from Rs. 15 to Rs. 20, and as it has not been possible to secure competent men for the appointments, owing to the inadequacy of the pay.

The recommendation of the Revenue Commissioner is sanctioned.

G.O. No. R. 4210-20—R. M. 2-20-17, dated 23rd—30th September 1920.

Villages under the Krishnaraja Sagara.

INSTRUCTIONS REGARDING THEIR RESETTLEMENT.

Government direct that the resettlement operations in the villages commanded by the channels from the Krishnarajasagara should be effected in the manner as indicated below:—

I. *Dry lands.*—These will be resettled under the usual conditions of resettlement and will continue to be classed as "dry," subject to the levy of water-rate under the rules framed, or that may hereafter be framed, in this behalf. They may, however, be classed as "wet" if they have been so cultivated with wet crops during the past five years, or more, and they shall, however, be liable to enhanced assessment if they make use of the channel water for raising crop during the hot weather.

II. *Monsoon supply "wet" lands.*—In the case of these lands also, ordinary resettlement principles will be followed. Hot weather supply need not be considered in fixing the new rates. When the reservoir and channel schemes are completely developed and hot weather supply is made available, Government will have the right to levy extra water-rate under the rules for such supply to be framed for the purpose.

III. *Lands entitled, by mamul, to hot weather supply.*—Revision will be based on two considerations, *viz.*, (*i*) increase of assessment due to resettlement under the ordinary principles and (*ii*) an additional percentage of

increase on account of the assured (or guaranteed) hot weather supply. When, in any year, it is found that such supply cannot be given to any lands, a proportionate rebate will be allowed in respect of such additional percentage.

The Survey Superintendent will obtain from the Revenue Commissioner exact particulars regarding the lands classed as sugarcane tracts entitled to hot weather supply at the last settlement, and also regarding the lands on which sugarcane had been actually cultivated at any time since the settlement. The Chief Engineer (Irrigation) will then be consulted and a decision arrived at as to the lands which may be given the assurance (or guarantee) of hot weather supply, at the resettlement, along with the concession of rebate attached thereto as explained above.

R. No. 4860-4—L.R. 41-19-56, dated 6th October 1920.

Tank Panchayets.

Review on the Progress Report.

Two new panchayets were constituted in the Kolar District and one in the Mysore District.

Government regret to note that the tank panchayets constituted in the State have not been working satisfactorily. This is mostly due to the apathy of the local officers and the ignorance of the villagers of the benefits derivable from the scheme. Touring officers should make it a point to explain the objects of the scheme to ryots and to enlist their co-operation in the matter. One tank panchayet in the Hassan District is reported to have collected a sum of Rs. 58 for maintenance work and another in the Chitaldrug District is said to have executed earthwork to the extent of Rs. 300. Government trust that, with wider knowledge and appreciation of the benefits of the scheme by the people, the scheme will be a greater success.

Appendix.

Statement showing the progress made in the constitution of Tank Panchayets during the half year ending 30th June 1920.

Serial No.	District	Total No. of major tanks	Total No. of restored major tanks	Total No. of major tanks under panchayets up to the end of the previous half year
1	Bangalore	330	276	3
2	Kolar	492	224	11
3	Tumkur	424	362	60
4	Mysore	199	145	5
5	Hassan	230	151	2
6	Shimoga	583	220	6
7	Kadur	131	76	2
8	Chitaldrug	157	136	9
	Total ...	2,546	1,590	98

G.O. No. R. 5312-21—L. R. 14-20-6, dated 23rd October 1920.

Revenue Sub-Divisions.

GOVERNMENT ORDER ON THE REDUCTION OF THEIR NUMBER.

The question of reducing the number of Revenue Sub-Divisions in the State, in view of the separation of judicial and executive functions in certain districts, and the consequent lightening of the work of the Assistant Commissioners, was discussed at the meeting of Deputy Commissioners and select Heads of Departments held in March 1920, and it was decided that the reduction of certain number of sub-divisions might be effected at once, and of certain others after the introduction of the scheme of separation of judicial and executive functions into other districts.

Government have carefully considered the matter in consultation with the Revenue Commissioner and direct that the following arrangements be brought into effect from the dates indicated :—

I. From 1st December 1920—

(1) *Bangalore District.*—The post of the Civil Officer will be abolished and the Bangalore Taluk will be placed in charge of the Personal Assistant to the Deputy Commissioner. The Personal Assistant will also discharge the duties hitherto pertaining to the Civil Officer.

(2) *Mysore District.*—The Malavalli Taluk which is now under the Personal Assistant to the Deputy Commissioner will be added on to the French-Rocks Sub-Division.

(3) *Shimoga District.*—The post of the Personal Assistant to the Deputy Commissioner will be abolished. The present Personal Assistant Mr. M. S. Hayagriva Rao will however continue as such till the pending cases of Railway and Iron Scheme acquisitions are completed. The Shikarpur Taluk will be added on to the Sagar Sub-Division and the Thirthahalli Taluk to the Shimoga Sub-Division.

II. After the scheme for the separation of judicial and executive functions is introduced—

(1) *Tumkur District.*—The post of the Personal Assistant to the Deputy Commissioner will be abolished and the existing sub-divisions will be rearranged as follows :—

(*a*) Tumkur Taluk: This will be placed in charge of the Treasury Assistant Commissioner.

(*b*) The Gubbi Sub-Division will consist of the following taluks with head-quarters at Tumkur :—

1. Kunigal, 2. Gubbi, 3. Tiptur, 4. Turuvekere (Sub-Taluk) and 5. Chicknaikanahalli.

(*c*) The Maddagiri Sub-Division will consist of the following taluks with head-quarters at Maddagiri :—

1. Maddagiri, 2. Sira, 3. Pavagada, 4. Koratagere (Sub-Taluk).

(2) *Hassan District.*—The Hole-Narsipur Sub-Division will be abolished and the Sub-Divisions re-grouped as follows :—

(*a*) Belur, Manjarabad, Arakalgud Taluks and Alur Sub-Taluk will constitute the Saklespur Sub-Division with head-quarters at Saklespur.

(*b*) The taluks of Chennarayapatna, Hassan, Arsikere and Hole-Narsipur will form the Hassan Sub-Division with head-quarters at Hassan.

(3) *Kolar District.*—The Chintamani Sub-Division will be abolished, Sidlaghatta and Chintamani Taluks being added on to the Chickballapur Sub-Division. The taluks of Malur, Kolar, Mulbagal, Bowringpet and Srinivaspur will form the Kolar Sub-Division with head-quarters at Kolar.

III. *Kadur and Chitaldrug Districts.*—The sub-divisions in these districts will remain unchanged.

The effect of the foregoing reduction is that the number of Assistant Commissioners will be immediately reduced by two and by three more, soon after the extension of the scheme for the separation of the judicial and executive functions to the remaining districts of the State.

G.O. No. R. 5654-713—L. R. 202-19-4, dated 13th November 1920.

The Sheikdari Training School.

Government direct that the Superintendent of the School be graded with Amildars and included in their cadre, on a salary of Rs. 150 per month,

the number of Amildars in the last grade being temporarily raised by one for the purpose.

The Revenue Commissioner's attention is invited to paras 6 and 8 of the Government order, dated 12th September 1918,* requesting him to submit in consultation with the Survey Superintendent, detailed proposals in the matter of the opening of District Training Schools to train up Sheikdars already in service and to expedite the submission of the report on the question of revising the territorial charge of Sheikdars, respectively.

G.O. No. R. 5715-74—L.R. 85-20-2, dated 15th November 1920.

Veterinary Hospitals and Dispensaries.

ADJUSTMENT OF THE COST OF THEIR CONSTRUCTION OR REPAIRS.

The Deputy Commissioners and the District Boards of all the districts, except Hassan, are agreeable to contribute from District Funds, their quota towards the construction of, and repairs to, Veterinary Hospital and Dispensary buildings. The Municipal Councils are not, however, unanimously agreeable to contribute their quota, though the majority of the town and other important municipalities, as far as their opinions are received, are in favour of the proposal.

In view of the above general consensus of opinion in favour of the Revenue Commissioner's proposal and the existence of a similar practice in the case of Local Fund Dispensaries, Government approve of the Revenue Commissioner's proposal to distribute the cost of construction and repairs of Veterinary Dispensaries and Hospitals equally among Provincial, District and Municipal Funds, the adjustments being effected in the manner laid down in Government Order No. 3891-902—L.B. 112-08-2, dated 28th October 1908. In the case of the institutions not situated in municipal towns and those situated in minor municipalities which are unable to bear such extra cost, it will be divided equally between District and State Funds only.

G.O. No. R. 6168-79—R. M. 14-19-13, dated 23rd November 1920.

Government Cases.

DEPUTY COMMISSIONERS AUTHORIZED TO ENGAGE LOCAL COUNSEL.

The recommendation of the Revenue Commissioner to authorize Deputy Commissioners to engage the services of the Government Advocate or the Public Prosecutor in cases in which the Government is a party, is approved.

Government are not in favour of according general authorization to the Deputy Commissioners to engage the local counsel in Government cases in anticipation of specific sanction thereto.

G.O. No. R. 6718-31—L. R. 207-20-5, dated 6th December 1920.

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* Printed on pages 17—20 of Volume III of this Journal.

Village Officers.

Increased Potgi to Shanbhogues.

The question of increasing the remuneration of village officers has been frequently urged at the several sessions of the Representative Assembly and also at the annual conferences of shanbhogues. The Revenue Commissioner now recommends that (1) the potgi should be assessed villagewar instead of firkawar for shanbhogues, and (2) that the scale of stationery allowance for shanbhogues may be increased by 50 per cent.

These proposals of the Revenue Commissioner which involve an additional expenditure of about Rs. 92,000 a year are sanctioned. The Revenue Commissioner is requested to take all possible measures to improve the revenue, such as by the quick disposals of darkhasts, assignments of lands set free for cultivation, etc.

G.O. No. R. 7192-252—L. R. 240-18-6, dated 18th December 1920.

REGISTRATION.

The Registration Department.

GOVERNMENT REVIEW ON THE REPORT FOR 1919-20.

The total number of documents registered during the year under report came to 1,52,217, with an aggregate value of Rs. 4,68,77,430 as against 1,16,551 with an aggregate value of Rs. 3,29,54,045 in the previous year. This increase of 35,661 or about 30·61% in the number of registrations both compulsory and optional, which is contributed by all Districts is reported to be due to the introduction of the Transfer of Property Regulation, the favourable seasonal conditions, the popularity of registration, increased commercial activity, absence of epidemic diseases, and a larger number of marriages and other celebrations necessitating borrowing on the security of immovable property.

The total receipts of the Department during the year amounted to Rs. 3,34,402 as against 2,47,127 in the previous year showing an increase of 36 per cent.

The expenditure of the Department for the year was Rs. 1,40,085 as against Rs. 1,29,499 or Rs. 10,386 more than in the previous year and is due to the supply of furniture to certain offices, the increased cost of stationery, etc., as observed in the last year's report.

Nine-thousand eight-hundred and fifty-one applications for the transfer of Revenue Registry were received and sent by the Registering Officers to the Revenue authorities during the year as against 7,782 in the previous year.

Government are glad to note that the inspection work during the year was more satisfactory than in the previous year, the Inspector-General of Registration himself having inspected all the District Registry Offices and 27 Sub-Registry Offices.

G.O. No. R. 7300–8—Regis. 13-20-2, dated 20th December 1920.

STAMPS.

The Stamp Department.

GOVERNMENT REVIEW ON THE REPORT FOR 1919-20.

The stamp revenue realized during the year under review was Rs. 16,65,110–12–6 as against Rs. 13,17,720–4–8 in the previous year. There has been a marked increase of Rs. 3,47,390–7–10 which is contributed by all heads except the three-pie petition papers, the obligatory use of which for petitions was abolished from the 1st January 1920. This sudden and large increase in revenue is attributed to (1) larger litigation, (2) larger enrolment of legal practitioners, (3) larger number of documents registered consequent on the introduction of the Transfer of Property Regulation, (4) non-prevalence of epidemics, (5) general increase in trade after the War and (6) larger increases in the number of marriages, etc., necessitating borrowing.

The total expenditure of the Department was Rs. 1,04,389 as against Rs. 1,12,417 in the previous year, thus showing a decrease of Rs. 8,028 which was mainly due to the non-purchase of the three-pie petition papers and to the favourable rate of exchange at the time of the payment to the firms in England.

The administration of the Stamp Department during the year was marked by three measures *viz.*,

(1) The withdrawal from the 1st January 1920 of the obligation of using three-pie papers for petitions.

(2) The remission of the stamp duty payable on all deeds of gift, trust or other transfers in favour of the University of Mysore, and

(3) The grant of a commission of 2% to stamp vendors authorized to sell stamps of the denomination of more than Rs. 50.

The working of the Department during the year was satisfactory.

Government regret to observe that there was no improvement in the inspection work of the Department in spite of the observation of Government in the previous years' Administration Reports. The attention of the Commissioner of Stamps is invited to paragraph 3 of Government Order No. 7030-9 St.17-18-3, dated the 9th December 1918, regarding the submission of yearly programmes of inspection work by all Inspectors of Stamps and he is requested to report what progress has been made in this direction.

G.O. No. R. 7290-9-St. 9-20-2, dated 20th December 1920.

FOREST.

Forest Lodges.

THEIR OCCUPATION BY AMILDARS FREE OF RENT.

Government agree with the Revenue Commissioner and direct that Amildars and Deputy Amildars may occupy forest lodges and rest-houses in their jurisdiction when not in the use of Forest Officers, free of charge for a period not exceeding 48 hours at a stretch.

G.O. No. R. 4658-67—Ft. 31-20-4, dated 1st October 1920.

PRISONS.

Jails and Lock-ups.

REVIEW ON THE REPORT FOR 1919.

The year under report opened with a balance of 1,256 prisoners of all classes confined in the Jails and Lock-ups of the State and the admissions during the year numbered 13,878, giving a daily average of 1,336·71 against 1,203·37 in the previous year. Out of these 13,791 were discharged leaving a prison population of 1,343 at the close of the year.

The number of juvenile admissions, which had risen from 19 in 1917 to 68 in 1918, decreased to 35 during the year under report, and the number with previous convictions also decreased to 6 from 11 in the preceding year. The question of the establishment of a Reformatory for juvenile offenders in the State has been for some time past under consideration and Government hope to reach an early decision after further examining the question in certain fresh aspects now receiving attention in British India.

Out of 1,865 prisoners admitted into the two Jails, 1,587 were convicts with a term of imprisonment under one year. Government would like to impress once more upon the Magistrates the desirability of their utilizing the provisions of Section 562 of the Criminal Procedure Code more largely than they have been doing at present.

The gross expenditure incurred in the department during the year under report was Rs. 1,56,979-2-1 against Rs. 1,15,350-10-6 or Rs. 117-6-11 per head of average strength against Rs. 95-13-8 per head during 1918, the increase being due to the abnormally high prices of articles of clothing and foodstuffs prevailing during the year under review. The cash earnings of prisoners amounted to Rs. 14,015-12-11 against Rs. 19,772-6-7 in 1918, or an average of Rs. 10-7-9 against Rs. 16-6-11 in the previous year. The decrease in the cash earnings of prisoners is said to be mainly due to the high prices at which raw materials required for manufactures had to be bought and the consequent diminution of sales in the manufacturing department of the two jails. The explanation however is not satisfactory. The Inspector-General of Prisons is requested to take suitable action to increase the cash earnings of prisoners. The average net cost of maintenance of convicts in the jails was Rs. 98-2-10 per head of average strength against Rs. 69-3-5 in the previous year. The average net cost per head in the Lock-ups was Rs. 126-11-10 as against Rs. 109-9-4 during the previous year.

The expenditure incurred and the income derived under the head "Industries" in both the jails during the year under report amounted to Rs. 24,967-9-8 and Rs. 31,839-11-1, respectively, the corresponding figures for the year 1918 being Rs. 24,692-10-10 and Rs. 36,479-15-2. The decrease in the income is probably due to smaller output on account of the slackness of the demand. Every attempt should be made to secure an increased sale of jail goods. The subject of improving the industries now carried on in the two jails and maintaining them in a satisfactory condition so as to be remunerative to Government and of utility to convicts employed upon them is engaging the attention of Government. The Superintendent of the Bangalore Central Jail was recently deputed to visit the Jails at Vellore, Salem and Coimbatore in the Madras Presidency to study the manufactures carried on in those jails. The proposals submitted by him together with those regarding the revision of establishment of work instructors are under the active consideration of Government.

At the beginning of the year there remained in all the Jails and Lock-ups of the State a total number of 419 under-trial prisoners. Nine thousand and eight hundred and five were admitted during the year, making a total of 10,224 prisoners, against 8,221 in the previous year. Of these, 9,740 were discharged leaving a balance of 484 at the close of the year. In this connection it is to be observed that the average period of the detention of prisoners awaiting trial before Sessions Courts and Magistrates has not been shown in the report under review. Government desire that this information be furnished in future reports.

The health of prisoners in the Jails and Lock-ups of the State was good throughout the year. The aggregate number of prisoners admitted into hospital fell from 844 to 617 during the year under report and the daily average number of sick decreased from 27·23 to 14·92. The number of deaths has similarly decreased from 47 in 1918 to 17 in the year under report owing perhaps to the absence of epidemic diseases.

The most important events of the year were the special releases on the 19th and 29th July 1919 on account of the Signature of Peace and the birth of a son to His Highness the Yuvaraja of Mysore. Altogether 290 prisoners were released in connection with these auspicious events and those that remained in the Jails and Lock-ups were given special remissions under the rules.

The Inpector-General of Prisons brings to the notice of the Government the necessity for separate accommodation for under-trial prisoners in the Mysore Jail and in some of the Lock-ups of the State. He is requested to submit suitable proposals in the matter.

The number of convicts released under Remission Rules was 233 against 189 in the previous year. It is satisfactory to find that the practice of mustering prisoners and explaining to them the benefits of the Remission Rules has been adopted in the Bangalore and Mysore Jails as suggested in the previous year's review and that the benefit of the system is appreciated by all the convicts which has resulted in a fall in the number of prison offences.

With regard to religious and moral instruction, the report is silent as to the nature of the arrangements made, in consultation with the Inspector-General of Education, for imparting such instruction to the prisoners in a systematic manner. There is much scope for improvement in this direction and Government trust that early action will be taken in the matter.

Government are glad to note that the two non-official visitors appointed to the Mysore Jail visited the Jail, but they regret that none of the non-official visitors visited the Central Jail, Bangalore, and that a few only of the *ex-officio* visitors performed their duty in this respect. The lack of interest shown by the visitors was noticed by Government in their review of last year's Administration Report. Government desire to impress upon the visitors once more the importance of their periodically visiting the jails and hope that they will evince greater interest in this respect than they have done in the past. The Inspector-General of Prisons is requested to report, for the information of Government, the names of such of the *ex-officio* visitors as have failed to visit the Jails and the Lock-ups during the year under report.

G.O. No. G. 5750-63—Pris. 48-19-7, dated 11th September 1920.

MEDICAL.

Hospitals and dispensaries.

GOVERNMENT REVIEW ON THE REPORT FOR 1919.

There were 178 medical institutions working in the State at the beginning of the year. Three new dispensaries were opened during the year—one at Sarjapur in the Bangalore District, another at Halkur in the Hassan District and a third, a Female Dispensary, at Tarikere in the Kadur District. The Dispensary located in the Public Offices, Bangalore, and the two dispensaries maintained by the Koppa and Sollebyle Medical Funds have been included for the first time in the report for the year under review. The total number of Medical Institutions which were at work at the close of the year was thus 184 *i.e.*, 6 more than the number working at the close of the year previous. The management of the two Epidemic Diseases Hospitals at Bangalore and Mysore was transferred to the Medical Department from the respective Municipalities during the year.

The Committee appointed in Government Order No. G. 17729-35 Med. 70-18-1, dated 18th February 1919, to consider the question of the adequacy or otherwise of the existing organization for medical relief in the State and to suggest improvements, submitted their report in the course of the year. This report was published in the Gazette for public criticism and was under the consideration of Government along with the opinions received from several private gentlemen and public bodies. Orders have since been passed conveying the general approval of Government to the recommendations of the Committee but effect could be given to the same only as and when funds become available.

The total number of patients treated in the State-Public, Local Fund, Municipal and private-aided institutions except the Local Fund Dispensary at Sarjapur and the dispensary maintained by the Kalasa Medical Fund was 17,15,688 of whom 20,328 were in-patients. Of these, 12,713 were cured, 3,773 relieved, 2,378 discharged otherwise and 1,464 died. The percentage of deaths to the total number of in-patients treated was 7·2. The number of out-patients treated was 16,95,360. The largest number treated, *viz.*, 2,69,597 was under 'Malaria' the next largest number being 2,02,067 under 'all other diseases of the digestive system'.

The number of patients on whom surgical operations were performed was 53,933 or 7,139 more than in the previous year. Of the total number of operations performed during the year 4,595 were major ones. The number

of major operations performed in the Victoria Hospital, Bangalore, and the Krishnarajendra Hospital, Mysore, were 893 and 784 against 1,045 and 617 respectively in 1918.

There were 135 midwives at work during the year, the total number of cases attended to by them being 9,047 against 8,326 in the preceding year giving thus an average of 67 cases as against 62 in the previous year.

Maternities.—The total number of outdoor patients treated in the Maternity Hospitals at Bangalore, Mysore and Robertsonpet was 17,047, 13,021 and 15,937 the number of indoor patients being 954,805 and 732, respectively.

The total number of midwifery pupils undergoing training was 31 of whom 12 passed out during the year.

Minto Ophthalmic Hospital.—The number of in-patients and out-patients treated in the Minto Ophthalmic Hospital, Bangalore, was 2,111 and 15,730 against 1,779 and 15,405, respectively, in 1918.

Leper Asylum, Bangalore.—The number of patients treated in the Institution was 63 (including 20 patients that were under treatment at the close of the previous year). Of these, 35 were discharged, 8 died and 20 remained at the close of the year. The percentage of total mortality to the number admitted was 12·69 against 14·96 in 1918. The Senior Surgeon brings to notice that complete cures have been effected in the Leper Asylum at Hawari by the administration of Chalmogra Oil in a highly purified state and an extended trial will be given in the local Leper Asylum on receipt of necessary particulars regarding the technique of its use. The report promised by the Senior Surgeon in this behalf will be awaited.

Lunatic Asylum.—The number of lunatics treated in the Lunatic Asylum during the year was 297 against 269 in 1918. Of the total number treated 51 were cured, 27 discharged, improved or otherwise, 20 died and 199 remained under treatment at the close of the year. Of the 297 lunatics treated in the Asylum, 86 were the lunatics of the Civil and Military Station, Bangalore. The expenditure on the Asylum during the year was Rs. 60,553 against Rs. 39,423 in 1918 the increase being due chiefly to increase in rates of the accepted tenders for the supply of articles of diet, etc., and of the average strength of the Asylum population.

Medical Stores.—The total amount spent on the purchases made by the Stores was Rs. 1,82,616 against Rs. 1,83,502 in the previous year. It is reported that the increase in the expenditure on country medicines (Rs. 19,873 as against Rs. 10,043 in 1918) was due to bills for two official years having been paid during the year under report. A recurrence of such irregularities should be avoided in future and arrangements made for the adjustment

of the charges annually. Information as to whether the supplies on credit to other departments amounting to Rs. 15,665-12-0 have all been paid for should have been furnished in the report. The omission should be supplied in future.

Unani Dispensaries and Vaidyashalas.—The total number of patients treated in the several Unani Dispensaries and the Hindu Vaidyashalas in the State was 4,04,588.

Expenditure.—The total expenditure in the department amounted to Rs. 7,66,021 as against Rs. 6,37,152 in the year 1918, the increase of Rs. 79,599 being due to promotions earned by the staff according to the revised scale of establishment of certain institutions and Rs. 36,431 on account of increase under diet and miscellaneous charges due to higher rates of the accepted tenders for the supply of articles of diet, etc., to several institutions as compared with the rates of previous year. The total amount of fees collected from patients liable to pay for treatment in the Medical Institutions in the Bangalore and Mysore Cities was Rs. 11,146 against 13,224 in 1918.

General.—Government are pleased to note that the inspection work done during the year was satisfactory; all the medical institutions except only a few are reported to have been inspected by the District Medical Officers concerned and so many as 85 hospitals and dispensaries were inspected by the Senior Surgeon himself. The formation of a class in the Government Medical School, Bangalore, for training candidates in the art of compounding was sanctioned.

G.O. No. G. 9736-37—Med. 69-20-4, dated 19th November 1920.

The Minto Hospital.

RATES OF FEES FOR SPECIAL WARDS RAISED.

The following addendum will be made to Rule 6 of the Rules for the levy of fees in State Hospitals in Bangalore and Mysore :—

In the case of the Minto Ophthalmic Hospital, Bangalore, the fee leviable for admission into the Special ward will be Rs. 4 per day in the case of a first class patient and Rs. 2 per day in the case of a second class patient.

G.O. No. G. 10902-71—Med. 93-20-7, dated 4th December 1920.

SANITATION.

Sanitary administration.

GOVERNMENT REVIEW ON THE REPORT FOR THE YEAR 1919.

VITAL STATISTICS.—The total number of births in the State was 82,550 or 14·47 per mille of the population, as against 97,609 or 17·10 per mille in 1918. The highest birth-rate for the year, *viz.*, 16·96 was recorded in the Tumkur District and the lowest 12·38 in the Mysore District.

The attention of the Deputy Commissioners of Districts is drawn to the remarks of the Officiating Sanitary Commissioner in paragraph 5 of the Report in regard to the unreliability of the Vital Statistics registered in certain towns. It is hoped that efficient arrangements will be made to secure correct registration in future.

The total number of deaths during the year was 93,793 or 16·44 per mille of the population, as against 343,948 or 60·28 per mille in the preceding year. The great disparity in the figures is largely due to the unprecedented mortality from Influenza during 1918.

In the previous year's Report, the Sanitary Commissioner proposed to prescribe a form of verification of vital statistics for the guidance of Inspecting Officers. The proposals called for by Government in this connection are still due and should be expedited.

It is one of the principal duties of District Sanitary Officers to see that vital statistics are properly collected and a correct record of them is maintained. Orders will separately issue regarding the control to be exercised by these officers in the matter.

The suggestion of the Officiating Sanitary Commissioner in regard to the opening of Municipal Depots for the supply of pure milk as a measure calculated to reduce infantile mortality and the appointment of Indian Lady Health Visitors to educate women in nursing and bringing up infants, is commended for the consideration of the larger Municipal Councils.

DISEASES—*Cholera*.—The total number of deaths from cholera was 2,306 as against 3,158 in 1918. The largest number of deaths, *viz.*, 904 or ·16 per mille of population was in the Kolar District.

The work of sinking new wells and improving old ones continued to be in progress in rural areas during the year. Sanction has been accorded to the employment by Deputy Commissioners of trained fitters, whenever a sufficient number of wells has to be fitted up with pumps, the men required

being supplied by the Superintending Engineer, Sanitary Circle, on requisition.

Small-pox.—There was a high mortality of 14,502 from small-pox during the year as against 4,442 in the previous year. The total number of vaccinations done was 168,493 as compared with 101,613 in 1918, the increase being due to better organization resulting from the appointment of full time Deputy Inspectors and closer supervision over the work of the vaccination staff.

Plague.—The total number of plague attacks and deaths for the year was 6,485 and 4,871 against 8,846 and 6,313, respectively, in 1918. The largest number of deaths, *viz*., 1,419 was in the Bangalore District. The number of inoculations performed was 23,048 as against 37,083 in the previous year. Evacuation, disinfection and inoculation were, as usual, the measures adopted to check the spread of the epidemic.

The administrative control over the Epidemic Diseases Hospitals in the cities of Bangalore and Mysore was transferred from the Sanitary to the Medical Department.

Influenza.—There was fortunately no recrudescence of influenza in a pandemic form as in the preceding year. But mild outbreaks occurred in the Kolar Gold Fields and in parts of the Chitaldrug, Kadur, Tumkur, Mysore and Hassan Districts. Medicine Depots were opened and other relief measures were adopted as in the previous year. Leaflets in English and Kannada and Hindustani on precautionary and remedial measures against the disease were widely distributed. A stock of anti-influenza vaccine was obtained from the Research Institute, Kasauli, and supplied to the Health Officers.

Malaria.—Malaria in an epidemic form broke out during the year in the Tiptur Town, affecting nearly 60 per cent of the population. A detailed investigation into the causes of this outbreak was made and suitable remedial measures were recommended to be carried out by the Municipal Council.

The anti-malarial measures adopted in the State were the removal of rank vegetation, filling in or draining of stagnant pools and oiling of pools and of wells in disuse, etc. A huge *nalla* along-side the Viceroy Road in Mysore City as well as many insanitary hollows in various parts of the city were filled up. Purniah's *nalla* which was a source of insanitation is being filled up and improved. Action should be taken in other towns also for the effective carrying out of anti-malarial measures, such as filling up or covering over of disused wells, prevention of excavations within or close to the town limits, drainage of stagnant pools, etc.

THE CENTRAL SANITARY BOARD AND SANITARY WORKS.—The Board advised on 17 schemes, estimated to cost Rs. 5,98,142, consisting of water-

supply projects, improvement of drainage and construction of certain buildings.

The expenditure on works of a sanitary nature incurred by the several agencies during the year is shown below:—

	Rs.	A.	P.
(1) By Municipalities	64,502	0	0
(2) By the City Improvement Trust Board, Mysore	1,78,153	4	0
(3) By do do Bangalore	11,788	0	0
(4) By Public Works Department	17,579	0	0

VILLAGE SANITATION.—The provisions of the Village Sanitation Regulation were introduced during the year into 425 villages and separate places for storing manure were set apart in 407 villages.

About 1,104 villages were brought under Village Improvement Committees during the year. The main item of sanitary work undertaken by these committees was the construction or improvement of wells, the number newly sunk during the year being 306 and those improved, 121.

MALNAD IMPROVEMENT.—In 272 villages in the malnad, lantana and rank vegetation were cleared at an estimated cost of Rs. 24,317. Sixty-two wells were newly sunk and six old ones improved. Medical relief and sanitation formed the chief items in the programme of work of the Malnad Improvement Committees. As it was felt that the plan of work and the organization for carrying out the scheme for Malnad Improvement was in need of revision in particular points, Government passed an order on 12th December 1919 re-constituting the Central Committee with a Member of Government as President and certain Heads of Departments as members and directing that the said Committee should meet once in three months at the head-quarters of one of the three malnad districts or at Bangalore. The first meeting of the re-constituted Central Committee was held in Bangalore in March 1920. The appointment of Special Revenue Officers for looking after Malnad Improvement work was done away with and the work was ordered to be carried out by the Sub-Division and other Revenue Officers as part of their normal work. Instructions were also issued that attention should be concentrated on particularly insanitary areas, so that the available funds might be employed to the best advantage.

MEDICAL INSPECTION OF SCHOOL CHILDREN.—Sixteen thousand one hundred and four school children were treated during the year in various places where dispensaries exist and 13,845 were cured.

MISCELLANEOUS.—Thirty-one towns and twenty-three villages were inspected by the Sanitary Commissioner during the year and 447 towns and villages by the District Health Officers.

The Department was re-organized during the year, the main feature of the re-organization being the improvement of the pay and prospects of the Health Officers.

The revision of pay and prospects of Sanitary Inspectors was also sanctioned during the year, the minimum and maximum pay fixed being Rs. 30 and Rs. 80 respectively.

The question of prescribing a set of rules to regulate the sanitary arrangements to be made on the occasions of Jatras, fairs and festivals in the State is under the consideration of Government.

G.O. No. G. 8479-90—San. 19-20-4, dated 26th October 1920.

Vaccine Lymph.

Cost to be borne by Local Bodies.

With a view to have uniformity in the matter of meeting the cost of vaccine lymph supplied to the various local bodies in the State, the opinions of the District Boards were invited on the point and after a careful consideration of the views expressed by them, as also of the practice prevailing in Madras, Government direct that, in future, the cost of vaccine lymph supplied to District Boards and Municipalities in the State as well as the Kolar Gold Fields Sanitary Board, be borne by the respective local bodies.

This practice will come into effect from 1st January 1921.

G.O. No. G. 12264-76, Sany. 61-20-15, dated 23rd December 1920.

CO-OPERATION.

Co-operative Societies.

DISPOSAL OF SUITS.

Under Section 4 of the Mysore Co-operative Societies Regulation, VII of 1918, Government empower the Personal Assistant to the Registrar of Co-operative Societies to dispose of suits not exceeding Rs. 500 in value, referred to him by the Registrar of Co-operative Societies subject to confirmation on appeal to the Registrar within 30 days.

Notfn. No. 4054—E. C. 52-20-2, dated 28th October 1920.

Co-operative Committee.

ITS FULL PERSONNEL.

The following is the personnel of the Committee appointed to investigate the progress of co-operation in the State (*vide* Government Orders Nos. 2836-91—E. C. 125-19-4, dated 13th September 1920 and 4532-33 E. C. 126-19-7, dated 16th November 1920).

1. The Hon'ble Mr. Lalubhai Samaldas Mehta, C.I.E., Bombay, (Chairman).
2. The Director of Agriculture in Mysore.
3. The Secretary to Government, Departments of Education and Agriculture in Mysore.
4. Mr. Zahiruddin Mecci, B.A., Deputy Commissioner, Kolar.
5. Rajakarya Prasakta Rao Bahadur Mr. M. Shama Rao, M.A., Retired Inspector General of Education in Mysore and Hon. Secretary, Bangalore Central Co-operative Bank, Ltd.
6. Mr. G. K. Devadhar, M.A., Servants of India Society, Poona.
7. Mr. T. Adinarayana Chetty, Bar-at-law, President, Salem District Urban Bank, Ltd.
8. Mr. Karnick Krishnamurti Rao, Landholder, and Vice-President, Provincial Co-operative Bank, Ltd., Bangalore.
9. Mr. C. Subba Rao, B.A., B.L., Advocate, and Hon. Secretary, Shimoga Co-operative Bank.
10. The Registrar of Co-operative Societies in Mysore. (Member and Secretary to the Committee.)

Notfn. No. 5207 E. C. 125-19, dated 4th December 1920.

AGRICULTURE.

Improvement of Sericulture.

GRANT OF CONCESSIONS.

The Superintendent of Sericulture requests sanction to the following concessions which he considers necessary to give effect to the scheme.

Supply of disease-free eggs free of cost to the rearers selected.

An assurance to the rearers that cocoons reared by them would if satisfactory be purchased by Government at a special rate, *viz.*, 10% higher than that prevailing in the vicinity.

Grant of loans free of interest for building rearing rooms on approved lines and in sanitary surroundings.

He also requests that, as he will be in a better position than the Revenue authorities to see whether the grainor fulfils his obligations, he might be authorized to grant loans up to Rs. 500 in such cases.

Government sanction the proposals of the Superintendent for a period of one year with effect from 1st October 1920, with the reservation that the loans granted by him should bear an interest of 5% per annum as in the case of other Sericultural loans.

G.O. No. 2592-604 A. & E. 198-19-4, dated 9th September 1920.

Sericultural Department.

REVIEW ON THE REPORT FOR 1919-20.

Government have recently passed orders sanctioning a complete reorganization of the Department and combining it with that of Agriculture. It is hoped that the new arrangements will enable the Department to impart further impetus to the development of the industry in the State and to grow in its usefulness to the people.

A Silk Expert from Japan was employed and considerable preliminary investigation for the improvement of the silk industry in the State has been done by him. The work in the Central Sericultural School cannot be said to be very satisfactory as only 16 students were trained during the whole year and only 10 individuals took advantage of the short courses held in the school.

Though considerable improvements have taken place in the supply of disease-free seed to the people yet the quantity supplied falls far short of

the demand. Government have recenty approved of proposals for expanding the existing grainages. The Department is expected to devote special attention to the supply of disease-free seed and to adopt effective measures to meet the growing demand successfully. The results of experiments conducted so far at Fern Hill in the Nilgiris in hyberation have since been reportod to be satisfactory.

The work of familiarizing the people with improved methods of sericulture by holding demonstrations, especially in those districts, in which, though the conditions are favourable, sericulture has yet made little headway should be conducted in a more systematic manner. This work was not carried out energetically in the Tumkur and Kolar Districts. The efforts made by the Department to introduce Mysore silk into the French market did not meet with much success partly due to the disturbed conditions in that country and partly to the want of uniformity in the samples sent owing to the primitive methods of reeling. It is proposed to overcome the latter defect by starting an up-to-date filature. The Superintendent should meanwhile collect full information regarding the requirements of these markets, the probable demand, and the measures to be adopted locally to establish the filature successfully.

The work done by the Department was generally satisfactory and the results achieved are creditable to the Superintendent and his staff.

G.O. No. 4465-4525—A. & E. 94-20-3, dated 16th November 1920.

The Civil Veterinary Department.

Government Review on the Report for 1919-20.

During the year under review, there were outbreaks of epidemic diseases among cattle, especially Render-pest, and in order to prevent the spread of these diseases, inoculation was, as usual, resorted to, the number of cattle inoculated against Rinder-pest being 23,698 as against 24,772 last year. It is reported that, in certain parts of the State, ryots are ignorant of the advantages of inoculation as a preventive. Special efforts should be made by the Veterinary Staff to educate such people in this behalf. It is also reported that in the Kolar District, there was inordinate delay in giving intimation of the outbreak of an epidemic disease in the Malur Taluk, and that, as a consequence, the disease spread to the adjoining Taluks also. This is extremely unsatisfactory. It is hoped that, in future, proper and efficient arrangements will be made by Deputy Commissioners to give timely intimation to the Veterinary staff so as to enable them to adopt prompt and effective measures for combating the spread of infectious diseases among cattle. Deputy Commissioners are also requested to see that cattle mortality registers

are maintained in all villages with necessary information recorded therein with a view to ensure the collection of reliable statistics.

Of eight hospitals and twelve dispensaries that were working during the year four dispensaries were newly opened at Hunsur, Dodballapur, Channagiri and Chintamani. There were 28,657 fresh admissions as against 24,046 and 37,553 cases under treatment as against 78,416 when compared with the last year. In view of the fact that four new dispensaries were opened during the year under review the result achieved cannot be considered quite satisfactory. Effective measures should be adopted to persuade the people to take advantage of these institutions on a large scale.

The providing of suitable accommodation for Veterinary Dispensaries is a duty mainly incumbent on the District Boards. Individual representation with regard to places, where improvements are desired, should be separately made by the Superintendent through the Director of Agriculture to the several District Boards for needful action. With regard to the Hospitals in the cities of Bangalore and Mysore the question of constructing suitable buildings is under the consideration of Government.

Rules have been in force offering liberal concessions to people desirous of starting horse, pony and cattle-breeding farms. Special facilities have also been created for the maintenance of breeding bulls. Practically no advantage seems to have been taken of these concessions till now. The Director of Agriculture is requested to make efficient arrangements with a view to induce the people to take advantage of these facilities, and to note the result achieved in a special paragraph in future reports.

The administrative control of the Veterinary Department has since been transferred to the Agricultural Department, one of the main reasons for the transfer being the constitution of a Live-Stock Section under an expert in the Agricultural Department. To facilitate the recruitment of qualified men in the Veterinary Department the cadre of the Veterinary staff has recently been revised with better scales of pay. In these circumstances it is hoped that better progress will be shown in future in the work of the Department.

G.O. No. 5611-20—A. and E. 116—20, dated 20th December 1920.

LOCAL SELF-GOVERNMENT.

Non-official Presidents and Vice-Presidents of Local Boards.

GRANT OF MILEAGE FOR JOURNEYS PERFORMED.

Government direct that the non-official Presidents and Vice-Presidents of Local Boards be given mileage whenever the journey performed exceeds five miles as in the case of non-official members.

Daily allowance in addition to mileage or railway fare should not be granted for one and the same day.

G.O. No. R. 5574-82—L. B. 10-20-5, dated 10th November 1920.

Kolar Gold Fields Sanitary Board.

REVIEW ON THE ADMINISTRATION REPORT FOR 1919-20.

Meetings and attendance.—The strength of the Board remained the same as in the previous year. Six ordinary and two special meetings were held during the year. The attendance of the members was satisfactory.

Financial position.—The total income of the Board, together with the item of excise cess amounting to Rs. 25,383 credited in the accounts during the year, was Rs. 1,11,629 against Rs. 1,09,382 in 1918-19. The total demand for the year, including the arrears of previous years, was Rs. 88,030 of which a sum of Rs. 76,735 was collected, leaving a balance of Rs. 11,295.

The total expenditure for the year under service heads was Rs. 99,884 against Rs. 93,569 for the previous year. The expenditure includes an item of Rs. 5,000 spent in connection with Peace Celebrations in December last. The actual closing balance excluding the items under "Public Debt" was Rs. 40,064 against Rs. 28,199 in 1918-19.

Public works.—The total expenditure for original works and repairs was Rs. 16,598 as against Rs. 16,695 in 1918-19. Deducting the savings, the actual lapse was Rs. 8,221 or 32·2 per cent.

Public health.—Except for the prevalence of influenza in a mild form during the first quarter of the year under report, public health was on the whole good. The number of births during the year and the total number to whom medical relief was afforded compare favourably with those of the previous year. There was a decrease in the number of vaccinations performed during the period by 5,524 and the fall in the number of cases is attributed to the smaller number of small-pox attacks.

General.—The management of the affairs of the Board continued to be satisfactory.

G.O. No. R. 7124—L. B. 68-20-13, dated 15th December 1920.

Mysore City Municipality.

GOVERNMENT REVIEW ON THE REPORT FOR 1919-20.

Constitution.—The Municipal Council continued to have 29 members with Rajasabhabhushana Dewan Bahadur C. Srikantesvara Aiyar as President throughout the year.

Meetings and attendance.— Twenty-three meetings were held and the average attendance was 20 against 21 in the previous year. It is hoped there will be an improvement in the attendance.

Committees.—Of the eight Committees which worked during the year, the principal one was the Managing Committee which met 26 times. The Audit Committee met only five times against six in the previous year. This Committee should have met at least once a month, as observed in the previous review.

Demand, Collection and Balance.—The collection work continued to be satisfactory. The income from octroi (Rs. 1,01,136) showed an increase of 10% on account of closer supervision and stricter scrutiny, while that from tolls (Rs. 30,600) was almost stationary. Under the other items of taxation, the current demand was Rs. 59,771 or only a trifle in excess of that of the previous year (Rs. 59,423) and out of this Rs. 53,323 or 90% was collected. Out of the arrears of Rs. 12,690 outstanding at the beginning of the year, Rs. 5,167 remained uncollected at the close of the year. Prompt steps should be taken to collect the recoverable portion and to write off the irrecoverable items.

Finance.—The income and expenditure of the year under service heads amounted to Rs. 2,65,016 and Rs. 2,87,284 (after excluding a sum of Rs. 37,000 withdrawn from the Government treasury and credited to the current account of the Mysore Bank) against Rs. 2,63,509 and Rs. 2,72,282 respectively in the previous year. In addition to the increase under octroi noticed above, the income under Markets and Slaughter-houses rose by Rs. 4,721. This increase was to a large extent set off by comparatively smaller income under Grants and Contributions due to absence of any arrear credits as in the previous year. The increase under expenditure was mainly on account of the adjustment of arrears of contribution payable to Government on account of water maintenance charges. The closing balance at the end of the year was Rs. 9,429 and fell short of the prescribed minimum by more than 50%.

Water-supply.—The question of improving the water-supply of the City was finally settled during the year. To meet the increasing demand for water in the City, Government in consultation with the Municipal Council have decided to sanction a scheme costing nearly Rs. 15,00,000 by replacing the existing old plant and making the necessary additions thereto. The Municipal Council have been asked to contribute a portion of the outlay and their resolution should be expedited.

The contribution by the Municipal Council towards the electric lighting and water-supply charges are inadequate and so also is their contribution towards the extensions of water mains made from time to time. A Committee was appointed to go into the question and their recommendations in the matter are engaging the attention of Government.

Public works.—The Municipal Council spent only Rs. 16,047 under original works out of which Rs. 15,891 was for the expansion of the Devaraj Market. The expenditure on repairs of roads was Rs. 24,667 against Rs. 33,513 in the previous year. The Municipal Council contributed, however, Rs. 9,000 for expenditure in connection with the visit of His Excellency the Viceroy to the Capital during the year. The allotment of larger grants for maintenance of roads in the City is necessary.

Conservancy and sanitation.—The introduction of daily conservancy system is reported to be beset with many difficulties, chief among which are want of accessibility, paucity of funds and dearness of labour. This important question should engage continuous attention and the Municipal Council should arrive at a speedy solution at least in respect of the extensions in which conservancy lanes have been provided.

Medical relief.—Four Local Fund Dispensaries, six indigenous dispensaries, four midwives and four vaccinators were maintained by the Municipal Council. 1,077 labour cases were attended to and 4,198 persons were vaccinated against 940 labour cases and 4,968 persons vaccinated in the previous year.

Public health and vital statistics.—The public health was generally good throughout the year. There was a marked decrease from 3,903 to 2,399 in the total mortality and this was due to the absence of epidemics in an extensive form. Plague accounted for 353 deaths while 19 died of small-pox. It is satisfactory to note that there were no deaths from Cholera during the year.

General.—The Municipal Council have taken action in regard to the regularisation and development of municipal taxation and they have decided to abolish Mohatarfa and impose instead a tax on professions, trades and callings under the Municipal Regulation. The administration of the Municipality continued to be satisfactory.

G.O. No. R. 7391-3—Ml. 116-20-8, dated 22nd December 1920.

PUBLIC WORKS.

Krishnarajasagara and allied works.

GOVERNMENT REVIEW ON THE REPORT FOR 1919-20.

Krishnarajasagara and allied works.—A new Channels Division was formed with head-quarters at French Rocks and the work of No. III Division at French Rocks which was abolished was tacked on to this new division. The No. V Yedatore Division was continued for another year from 1st July 1920 in Government Order No. P. W. 258-66/E. 760-88, dated 16th July 1919. The Engineering and Special Revenue Establishments employed on the scheme for the development of sugar-cane cultivation were disbanded as it was not possible to do much useful work under the unfavourable conditions created by the inherent difficulties of the scheme and the recent introduction of resurvey.

Total grant and outlay.—The year's grant from all the sources as finally sanctioned including the establishment charges amounted to Rs. 18,05,221 against which an outlay of Rs. 17,36,405 was incurred, the net lapse being Rs. 68,816. The average expenditure during the last five years was Rs. 23,15,425.

Krishnarajasagara works.—The expenditure under the head stood at Rs. 13,53,866 against a grant of Rs. 14,19,500, the net lapse being Rs. 65,634. This is partly attributed to the removal of labour engaged on the North Bank on excavation work to the approach and draft clearance work of the High Level Irrigation sluices and of the Right Bank Low Level Canal and also to the want of adjustment to the proper heads.

The amounts sanctioned under certain sub heads of the Dam Works have been fully worked out. The sluice works made much progress. Out of a total extent of 10,906 acres coming under submersion by the first stage of the Reservoir, 10,107 acres have been acquired. Four new villages were formed during the year bringing the total number of new villages laid out to 25, the balance to be laid out being 11 villages. The drainage of four tanks was completed and the beds were made available for cultivation.

Channel works.—The work done on the channels during the year consisted mainly in completing the waste weirs, aqueducts, sluices and improving the channels by grading, sectioning and removing projections. The total area irrigated under the new channels and extensions was 11,583 acres out of a total command of 24,785 acres.

The South Bank channel was opened to a length of 18 miles and the left Bank canal to a length of 12 miles during the year. The channel from the right end of the Chamaraja Anicut made some progress. It was opened out to a length of 38½ miles with branch channels. The total area brought under the irrigation of this channel was 6,334 acres out of a total command of 12,714 acres. Improvements were effected to the Hemagiri Channel and the supply was good throughout the year and the full area of 2,423 acres was under irrigation. The high level canal from the North Bank of the Krishnarajasagara Reservoir made very little progress.

Miscellaneous.—The damages caused by the heavy rains in May 1920 to the sluices of Rajaparameswari, Ramaswami and Chickdevarayasagar Channels were promptly repaired. The large differences between the book balance and that actually on work under materials were investigated and finally adjusted. The road from Mysore to Krishnarajasagara was opened for traffic for light and springed vehicles.

Establishment.—The charges under this head amounted to Rs. 2,66,918 against the grant of Rs. 2,71,400. The percentage which the charge bears to work is 19·9.

G.O. No.12085-6—Gen. Mis. 112-20-3, dated 20th December 1920.

GEOLOGY.

The Geological Department.

GOVERNMENT REVIEW ON THE REPORT FOR 1919-20.

The Department of Mines and Geology was re-organized during the year and divided into two separate departments designated (1) the Geological Department and (2) the Department of Mines and Explosives. The Explosives Branch was formed part of the Mining Department and placed in charge of the Inspector of Explosives with an assistant.

Among important changes in the Rules made during the year may be mentioned the following :—

(1) The rules for the grant of mineral licenses and leases were revised during the year on the recommendation of a Committee appointed to consider the question of mineral exploitation in the State. The changes made afford encouragement for developing mineral resources by private enterprise and retain sufficient control in the hands of Government.

(2) With a view to afford sufficient facilities to local industries, Government directed in April 1920 that certain ores and minerals shall be reserved in certain specified areas and that until further notice no licenses or leases shall be granted in respect of those minerals unless Government consider it necessary to do so in the interests of local industries.

Orders were also passed restricting to one year at a time the period of permits issued by the Deputy Commissioners of Districts under rules 18 and 19 of the Land Revenue Rules and by the Forest Department for the removal of ordinary minerals.

Mining and Prospecting.—Twenty-nine mining leases and 42 prospecting licenses were current during the year as against 31 mining leases and 63 prospecting licenses in 1918-19. The large decrease in prospecting licenses was mainly due to the cancellation of licenses under which no active work was being carried on.

The total area held under mining leases and prospecting licenses was 54,259 acres and the rent recovered amounted to Rs. 14,711-1-11.

Twenty-one exploring licenses were current during the year as against 18 in 1918-19.

It cannot be said that there was any appreciable increase of activity in mineral exploitation during the year.

Gold Mining.—As in the previous year, five mines on the Kolar Gold field *viz.*, Mysore, Champion, Oorgaum, Nandidrug and Balaghat, produced gold and no work was done on the gold blocks outside the Kolar Gold Field area.

The total output of bar gold during the year 1919-20 was 488,056 ounces of an approximate value of Rs. 2,55,87,970 compared with 487,484 ounces of the value of Rs. 2,51,11,749 in 1918-19. The royalty payable to Government is Rs. 14,10,661 as against Rs. 14,30,480 recovered in the previous year.

Manganese.—Two mining leases and seven prospecting licenses were current during the year as against two mining leases and 16 prospecting licenses in 1918-19. 23,965 tons of ore were extracted and 10,852 tons were exported during the year, the corresponding figures for the previous year being 22,472 and 1,476 tons. The royalty payable to Government is Rs. 6,605-15-9 as against Rs. 922-14-10 in the previous year.

Chrome.—Four mining leases and one prospecting license were current for chrome as against four mining leases and 15 prospecting licenses in 1918-19. The quantities of ore extracted and exported were 7,317 and 5,196 tons respectively as against 58,494 and 18,945 tons in the previous year. The royalty payable is Rs. 3,897-6-0 as against Rs. 15,153-0-0 in 1918-19. The decrease in the output is due to want of market since the close of the war.

Magnesite.—There were four mining leases and one prospecting license current as against four mining leases and eight prospecting licenses in the previous year. 2,280 tons of ore were extracted and 1,637 tons were exported during the year as against 2,426 and 2,484 tons respectively in 1918-19. The royalty payable to Government is Rs. 1,023-4-0, as against Rs. 1,552 in 1918-19.

Asbestos.—Six prospecting licenses were current for asbestos as in the previous year and 2,200 tons of ore were collected during the year.

Kaolin or China clay.—Eight prospecting licenses were current for Kaolin as in the previous year. 232,875 tons were collected and 2,197·5 tons were removed during the year, the corresponding figures for the previous year being 2,046 and 1,841 tons. The royalty payable to Government was Rs. 1,308-11-3 as against Rs. 619 in the previous year.

Geological survey.—The Director devoted a considerable amount of time to revising and mapping certain areas in Hassan, Kadur, Shimoga and Chitaldrug Districts. Progress, however, in this branch of work is slow.

Prospecting and economic enquiries.—Investigations were conducted during the year in connection with sodium carbonate, limestone and kankar.

Laboratory.—Hundred and eleven assays and analyses of ores and minerals were carried out comprising 58 samples of iron ores, 31 of limestone, four of dolomite, six of sodium carbonate, three of kankar, three of clay, etc.

Museum.—A large number of specimens of rare minerals and rocks of geological and economic interest were added to the Museum during the year.

G.O. No. 2357-9—Geol. 45-20-5, dated 23rd December 1920.

MISCELLANEOUS.

Government Stud Farm at Kunigal.

REVIEW ON THE REPORT FOR 1919-20.

There were on 1st July 1920, 13 stallions, 132 mares and 125 foals in the farm as against 14 stallions, 144 mares and 111 foals in the previous year. One stallion-precious died of old age during the year. The value of the stock on hand is estimated at Rs. 1,37,979, excluding the value of six stallions presented to the farm.

There was a fall in the percentage of successful births to Government mares covered from 30·06 of the previous year to 21·42 of the year under report and the number of abortions and premature births increased by one. The fall in the percentage of births and holdings is reported to be due to unfavourable seasonal conditions and the old age of stallions. The Chief Commandant should submit proposals separately for effecting improvements to the farm in this direction.

During the year under review seven thorough breds of the farm were sold at Calcutta for Rs. 19,300 at an average price of Rs. 2,757 as against Rs. 2,603 realized in 1918-19. Government note with satisfaction that the locally bred horses find a good sale in the Calcutta market.

The cost of maintenance of the farm and the total realization amounted to Rs. 1,03,244 and Rs. 38,619, respectively, against Rs. 65,599 and Rs. 37,028 in the previous year. The increase in the expenditure on the farm is reported to be mainly due to the high prices of gram and fodder. Government note that this increase however is abnormal and that steps should be taken to reduce the expenditure. It is necessary therefore that the question of supplying fodder from Government managed farms should be energetically taken up and pursued till satisfactory arrangements are made.

G.O. No. G. 11741-3—Mily. 136-20-4, dated 15th December 1920.

PART II.

Books, Pamphlets, etc., issued by Government Departments (Mysore).

State Administration Report.

The report on the administration of the Mysore State for the year 1919-20 was issued during the period covered by this issue. It is priced one rupee per copy. The following is a brief synopsis of the principal events in the administration during the calendar year 1920 :—

General.

1. The Mysore Imperial Service Lancers and the Imperial Service Transport Corps, who had been in the field, returned to Bangalore in February 1920, on the termination of the war.

2. His Highness the Maharaja waived the State's claim for the extra expenditure of Rs. 13,13,611 incurred on the Mysore Imperial Service Troops, while on active service. The total free contributions of the State towards the expenses of the war amounted to about Rs. 87,75,000.

3. Government agreed to depute 100 men of Imperial Service Lancers for training British remounts at Deolali and Aurangabad during the period of British operations in Mesopotamia.

4. His Highness the Yuvaraja attended the meeting of representatives of Indian States and the Government of India, held at Delhi in January 1920, for the purpose of discussing the future organization and training of the Imperial Service Troops maintained by Indian States.

5. His Highness the Yuvaraja returned to Mysore in November 1920 after a successful European tour of six months.

Important Administrative measures.

6. The following are the more important administrative measures introduced during the year :—

(*a*) A public loan for a sum of Rs. 100 lakhs, carrying interest at 6¼ per cent per annum and repayable in 1940 was floated with a view to finance the several productive works in the State now in progress. The loan was open to the public for a period of three months from the 1st July 1920 and was over-subscribed, the total amount of subscriptions being Rs. 136·85 lakhs.

(*b*) The policy of Government in regard to the education of the Panchama and other depressed classes was laid down.

(*c*) A committee composed of officials and non-officials and a few leading co-operators from British India was appointed to

examine and report upon the progress of the co-operative movement in the State.

(*d*) The Income-Tax Regulation was introduced with effect from the 1st July 1920.

Progress, Moral and Material.

7. (*a*) Consequent on the abolition of fees in middle school classes, grants equivalent to the loss of fee income were sanctioned to aided agencies adopting the system.

(*b*) The schemes relating to foreign scholarships and deputations and commercial examinations were revised.

(*c*) Liberal concessions were granted to private companies for starting paint works and for extracting essential oils on a large scale. Government rendered help in establishing a cotton mill with a capital of Rs. 40 lakhs.

(*d*) The Sericultural Department was placed under the Director of Agriculture with effect from the 1st October 1920 as a separate section of the Agricultural Department.

(*e*) The control of the Civil Veterinary Department was transferred from the Revenue Commissioner to the Director of Agriculture. A Live-stock expert was appointed.

Seasonal conditions.

8. The seasonal conditions during the year 1920 were not on the whole so favourable as in 1919. The *mungar* rains (in April and May) were deficient and agricultural operations were, in consequence, greatly hampered. The subsequent showers up to October 1920, which fell generally all over the State, however, proved beneficial to standing crops and considerably facilitated agricultural operations. But the failure of the rains in the months of November and December has affected the crops. The prices of food grains practically remained at a high level and consequently the restrictions imposed on the movement of food grains could not be fully removed.

Finance.

9. The budget estimates for the official year 1920-21, as finally passed, anticipate a total revenue of Rs. 315·15 lakhs and provide for an expenditure chargeable to revenue of Rs. 324·66 lakhs. The capital outlay not chargeable to revenue is estimated at Rs. 96·53 lakhs.

Protection.

10. (*a*) Seven Regulations were passed during the year. The scheme for the separation of judicial and executive functions came into operation in two more districts. A Munsiff's Court was opened at Davangere from the 1st July 1920.

(*b*) The controlling staff of the Police Department was strengthened by the appointment of four additional Assistant Superintendents.

(*c*) A separate cadre was formed for recruiting lady medical officers. Orders were issued on the recommendation of the committee appointed in connection with the improvement and extension

of medical relief in the State. Preventive measures against the spread of plague in rural and urban areas were prescribed.

(*d*) The appointment of special revenue officers under the Malnad Improvement scheme having been abolished, malnad improvement work was entrusted to the Revenue Sub-Division Officers and the Amildars concerned. The Central Sanitary Board was reconstituted.

Technical Departments.

11. (*a*) A separate Santitary Circle of Superintendence was formed to ensure proper attention to the preparation aud execution of water-supply schemes, drainage projects, etc.

(*b*) A separate Secretary for Railways was appointed and the Railway Secretariat was transferred from Mysore to Bangalore.

(*c*) Administrative sanction was accorded to a scheme for improving water-supply to the Mysore City at a cost of Rs. 15 lakhs and to the construction of two bridges across the Cauvery and the Kapila at a cost of about Rs. 4 lakhs.

(*d*) To meet the increasing demand for the supply of electric power, a new Power Station was constructed near the Race Course, Bangalore City, and it commenced to work on the 20th July 1920.

(*e*) The total output of gold from the Kolar Gold Fields during the first eleven months of the year was 435,250 ozs. valued approximately at Rs. 2,45,80,782.

Local Self-Government.

12. (*a*) Presidents were for the first time elected by the Councillors in the Bangalore City and Kolar Municipalities.

(*b*) All the District Boards, 62 Taluk Boards and almost all the Town and Minor Municipal Councils elected non-official Vice-Presidents.

(*c*) As a result of the reconstitution of the Mysore Economic Conference, economic work in the districts was transferred to District and Taluk Boards.

Miscellaneous.

13. (*a*) Sanction was accorded to the formation of a Muzrai Establishment Fund consisting of a percentage contribution on the incomes of major and minor Muzrai institutions in the State.

(*b*) The Revenue money order system was made permanent.

(*c*) Arrangements were made for taking the general Census of the population of the State as well as the fifth quinquennial Census of agricultural stock in Mysore in the early part of 1921.

(*d*) The duty on country liquors and ganja and the issue price of opium were raised.

Mysore Co-operative Committee.

LIST OF QUESTIONNAIRE.

Information on the points referred to in the questions below is required by the Mysore Co-operative Committee in connection with the inquiry entrusted to it. The questions are somewhat generally worded but slight verbal alterations will, it is believed, make them applicable to you. Kindly send your answers to the questions as early as convenient to the Secretary, Mysore Co-operative Committee.

You are requested to confine your answers to points on which you have special knowledge or experience. Should you desire to give suggestions or information on points relating to the development of the Co-operative Movement in the State not covered by these questions, the Committee will be obliged if you will kindly do so.

PRIMARY SOCIETIES.

I. CREDIT—

Formation of Societies—

(*a*) Prior to the formation of your society, was any preliminary work undertaken with a view to teach co-operative principles to the members? If so, by whom and what was the nature of the work?

(*b*) Is anything being done systematically to spread co-operative principles and methods among the members?

(*c*) What is the constitution of your society?

(*d*) What is the nature of the liability accepted by the members and do they realize the responsibility attaching to the liability?

(*e*) Is it desirable that a person who is a member of your co-operative society should be permitted to become a member of another society of the same kind in the locality?

Composition of Capital—

(*a*) What is the composition of the working capital? In particular, what is the proportion borne by shares, deposits and loans to the total working capital?

(*b*) Are there any other important items which form part of the working capital, such as Provident Fund subscriptions, Reserve Fund, etc.?

(*c*) Is there a system of share fees and entrance fees in your Society? If so, how much is collected and how is it utilized?

(*d*) Is the levying of such fees likely to be felt as a hardship by those desiring to become members?

(*e*) What is the value of your share?

(*f*) How much of it is collected and in what instalments?

(*g*) What is the maximum rate of dividends on shares allowed under the bye-laws and is the fixing of such a limit desirable?

(*h*) Is there a fluctuation in the rate of dividends from year to year, and, if so, why?

(*i*) Is it not desirable to prevent such fluctuations by the creation of some such fund as Dividend Equalization Fund?

(*j*) What are the various kinds of deposits received by your society, under what terms, from whom, and how are the deposits utilized? Is it desirable to fix a limit on the total deposits that your society may accept?

(*k*) Is care taken to see that the period of the loans sanctioned out of the monies received as deposits does not exceed the period of the deposits themselves? If not, what are the arrangements made for the repayment of deposits as they fall due?

(*l*) In this connection, do you think that a society may raise a loan to repay a deposit when it has no funds of its own?

(*m*) Does your Society open Savings Bank accounts and Children's Deposit accounts and are they popular?

(*n*) What is the longest period for which deposits are received and what is the average period of the bulk of the deposits attracted by your society?

(*o*) Are any special steps taken to attract deposits? If not, what would you suggest?

(*p*) To what extent does your society supplement its working capital by raising loans and cash-credits?

(*q*) From whom and under what terms are these loans and cash-credits raised?

(*r*) What are the arrangements made for their repayment?

(*s*) Do Central Financing Institutions fully meet the demands of your society?

(*t*) Are the existing arrangements for obtaining loans prompt?

(*u*) Is there any restriction on the borrowing power of your society? If not, is it desirable to impose a limit? Do you think it desirable to make an estimate of your society's normal credit-worthiness and keep this estimate revised from time to time?

(*v*) Have any debentures been issued? If so, on what terms and how are they secured?

(*w*) Is your society normally able to get all the fund it needs locally? Are any steps taken to produce such results? If not, what would you suggest?

Utilization of Capital—

(*a*) What are the different kinds of loans granted by your society?

(*b*) Are loans on immovable property and on joint security freely granted? Which of the two is generally preferred? Do you think it safe to grant loans on the sole security of the borrower?

(*c*) What is the rate of interest charged on the several kinds of loans and what is the penal rate of interest? When is the latter levied and what proportion does it bear to the total interest realized?

(*d*) How is penal interest utilized?

(*e*) Is any provision made for the remission of penal interest?

(*f*) For what purposes are loans sanctioned and on what security?

(*g*) Is there any attempt to secure that a loan raised for a definite object is used for that object? If not, what steps would you suggest?

(*h*) Is there any limit to the maximum amount of loan admissible to a member? If there is, does it work as a hardship?

(*i*) Can you suggest a method under which, while the maximum amount admissible to a member is fixed, loans in excess of such a limit can be promptly sanctioned?

(*j*) Do you grant cash credits to your members? If not, is it desirable to do so?

(*k*) Is it desirable to fix a normal credit for each member of your Society, such credits being entered in a list and revised from time to time? In this connection is it desirable to prepare a statement of the total assets and liabilities of the members, the statement being revised from time to time?

(*l*) Is it likely that some of the members would object to giving the information required for the preparation of such a statement? How would you deal with such members?

(*m*) What is the difference between your borrowing and your lending rates?

(*n*) What is the authority sanctioning loans? Is it always done by the Committee, or does the Secretary or any other office-bearer grant them without consulting the other members?

(*o*) Is there any special procedure for dealing with loan applications of an urgent character?

(*p*) Are the objects for which a loan is asked scrutinized?

(*q*) How are the terms and period of repayment of loans fixed?

(*r*) What is the longest period for which a loan is sanctioned?

(*s*) Are there any arrangements made for watching repayments, and what is the procedure adopted with regard to overdue amounts?

(*t*) Do any provisions exist for the suspension of instalments or for the grant of additional loans in bad years?

(*u*) Is joint responsibility enforced?

(*v*) Does your Society grant long-term loans freely and systematically and do members feel that they can get long-term loans in the society as easily as they can elsewhere and under safer, cheaper and generally more satisfactory conditions? For what purposes are long-term loans generally taken and utilized? Do they to any extent go towards the extinction of prior debts?

(*w*) Do you think that co-operative societies can be largely employed in connection with the grant of takavi loans? If so, what is the procedure that you would suggest?

(*x*) What do you think of a system of loans and repayments in kind?

(*y*) What is the total amount of Reserve Fund? How is it built up?

How is it utilized? If it is used as part of working capital, how are the profits earned on it dealt with? What is the effect of the Reserve Fund on the credit-worthiness of your society, with the public and with Central Institutions?

(z) Is there a system of Provident Fund worked in connection with your Society? If so, is it confined only to members or extended to non-members also? Is the latter desirable?

(1) What is the total number of bonds issued? How are subscriptions collected and what are the arrangements made for meeting the bonds as they fall due?

(2) Do members appreciate the advantages of the system and do they freely avail themselves of its benefits?

(3) Is any portion of profits utilized for social functions, for charitable purposes, for educational objects, for sanitation and for other objects of public utility? Do you think that the starting of a society (credit or non-credit) with the sole object of distributing the entire net profits to some charitable or common object will make the people take keener interest in the work of the society?

MANAGEMENT—

(1) What are the arrangements made for the management of your society? Are the arrangements satisfactory? Do you think the management is sound?

(2) Do you find a sufficient number of members in the society who interest themselves in its management? Are they capable and willing and do they discharge their duties with a due sense of responsibility?

(3) How does the Committee of Management exercise effective control over the actions of the Secretary, or other Office-bearer, and how do the General Body exercise effective control over the Committee? Is that check sufficient? If not, how would you improve it? Do you think that the introduction of a Board of Supervision to periodically examine the work of the Committee would improve the working of societies, and, will the proper kind of men be available?

(4) Is any paid staff employed and are other expenses incurred in the course of management, such as payment of bonus, honoraria, commission, etc.? Do you think the grant of commission is a good way of remuneration?

(5) What are the arrangements made for the safe custody of the society's funds?

(6) How far has want of education handicapped your society in securing a proper Committee of Management?

(7) Can you make any suggestions for improving the educational standard of the members? Do you think that night schools run by societies for the benefit of their adult members will secure this object and be properly utilized by the members? Can your Society afford to maintain one?

(8) Are there people belonging to the depressed classes in the mem-

bership of your Society? Do they derive the same benefits from the Society that the other members do? Does their inclusion in the Society make the management more difficult? Would you suggest the formation of separate societies exclusively for them, and if you do, how would you meet the difficulty of securing requisite funds and proper management?

GENERAL—

(1) Do you think your society has really benefited its members? If so, how? In particular, do you think it has reduced their indebtedness or increased their assets? Please give details so far as known to you.

(2) Are debts to your society less onerous in their terms than other debts, and if so, how? Do you think it possible and desirable for your society to undertake the work of liquidating the existing debts of all its members to private money-lenders and to finance them out of its own funds?

(3) Has your society improved the moral or the educational standard of its members?

(4) Has it promoted thrift? Has it had any effect on the local rate of interest? Can you give instances from your personal knowledge?

(5) Does your society take any interest in local matters, such as in the spread of education in its neighbourhood and improvement of sanitation, the establishment of Reading Rooms and Libraries, etc.? To what extent, do you think, it is competent to undertake such matters?

(6) Is your society doing all it can for its members? If not, what steps would you suggest to produce greater efficiency and usefulness?

(7) Do women take part in your society? Do you think their participation will promote co-operation more largely? If so, what steps would you take to interest them in the Co-operative movement?

(8) Are any missionary or philanthropic bodies helping the Co-operative movement and what is the result?

II. NON-CREDIT AGRICULTURAL—

(*a*) What is the position in respect of non-credit agricultural co-operation in your (Village, Taluk or District)?

(*b*) How far is non-credit agricultural co-operation capable of expansion especially in the following directions :—

(i) Societies for the purchase and supply of manure, seed, implements, etc.

(ii) Societies for the sale of agricultural produce.

(iii) Societies for common irrigation, for common cultivation, for common ownership of plant and machinery, etc.

(*c*) Should these societies be independent institutions or connected with credit societies?

(*d*) Will the existing method of financing credit societies meet the requirements of non-credit agricultural societies also? If not, what other methods would you suggest? Would you recommend financial assistance from Government?

(*e*) Does the management of non-credit agricultural societies require arrangements different from those obtaining in the case of credit societies?

If you are connected or familiar with any non-credit agricultural society, please give details regarding the formation, constitution, objects, working capital, and general management of that Society. What are the results produced by it? Mention also any special difficulties that you might have experienced or facilities that you may have noticed.

III. INDUSTRIAL SOCIETIES—

(*a*) What is the present position in respect of industrial crops in your (Village, Taluk or District)?

(*b*) Is it possible to apply co-operative principles to all industries or should they be confined to smaller industries, such as carpentry, brass and other metal working, weaving, toy-making, sericulture, shoe-making, basket-making, rice-hulling, jaggery boiling, etc.?

(*c*) Please state if a combination of these societies with credit societies has any advantages or disadvantages.

(*d*) Do these societies necessitate any special method of financing? If you think so, would it be necessary to seek the assistance of Government in this matter?

(*e*) Do the societies require a special kind of management? If so, are there people capable of undertaking such management?

If you are connected with any industrial society, please give details regarding the formation, constitution, objects, working capital and general management of that Society. How far has it succeeded? Mention also any special difficulties that you may have experienced or special facilities you may have noticed.

IV. STORES—

(*a*) What is the position with respect to Stores Societies in your (Village, Taluk or District)?

(*b*) Please give details regarding the formation, constitution, capital and management of your Stores. What are the articles ordinarily sold by it? What are the arrangements made for procuring them? Are purchases made only after indents are received from members? How are selling rates fixed, and how do they compare with bazaar rates? Are the articles sold by your Stores genuine in quality and accurate in quantity? Are sales made only on cash terms or is credit also allowed? What is your opinion about allowing credit? If you are in favour of it, would you suggest any limit regarding the amount of credit and the period of credit? Are sales confined to

members or extended to non-members also? How are the profits disposed of? Is any system of rebates in force?

(*c*) What do you think of a Central Store taking up the work of purchasing goods on behalf of the primary stores? What should be the relation of the central store and the primary stores?

(*d*) Are there any special difficulties in the management of Stores?

(*e*) Are there any special industries in your neighbourhood which deserve to be encouraged and does your local Store do anything to advance such industry?

(*f*) Do you think that the establishment of a Central Bureau of Information, which supplies information regarding the places where goods are available, their prices, the seasons when they are available, etc., will produce a more economical and satisfactory management of Stores?

V. GRAIN BANKS—

Do you know of any co-operative grain banks? What is the system in which they have been working? Do you recommend the establishment of grain banks as a guarantee against famine?

VI. HOUSE-BUILDING SOCIETIES—

(*a*) Please state how your House-Building Society is formed, how constituted, how managed and how financed?

(*b*) What exactly are the objects of your House-Building Society?

(*c*) Is it enough if a House-Building Society confines itself to granting loans for house-building purposes?

(*d*) Is it desirable for it to also make and supply house-building materials and to undertake the construction of houses?

(*e*) At present houses built out of the funds advanced from House-Building Societies remain the property of the members individually. Do you think that a system which admits of the houses being owned in common by the Society as a whole offers any advantage over the present system?

(*f*) Do you think that there is a large and urgent demand for House-Building Societies in the Mysore State?

(*g*) Who are the people that, you think, are most in need of these institutions? Give reasons.

(*h*) Do you think that House-Building Societies are in need of special concessions financially or otherwise from municipal bodies and the Government? If you think so, what form of concessions would you suggest?

VII. CATTLE-BREEDING, DAIRY, CATTLE INSURANCE SOCIETIES—

(*a*) Please give details of the formation, constitution, management and financing of these societies?

(*b*) Do you think there is urgent demand for these societies? If so, why have they not yet developed? Do you think the grant of special facilities by Government would improve matters?

(*c*) Are there any special difficulties in their way? If there are, how can these difficulties be removed?

(*d*) In India, there are roughly two kinds of Cattle Insurance Societies—one prevailing in Burma and the other prevailing in Coorg. Which of the two do you think would be suited to Mysore?

(To enable you to answer this question a brief outline of the two types is separately given.)

VIII. LAND MORTGAGE BANKS—

In connection with the heavy indebtedness of agriculturists there is a suggestion that Land Mortgage Banks should be established. Would these banks help the reduction of indebtedness more than co-operative societies have been and are capable of doing?

(A brief note on a general scheme of land mortgage banks is enclosed. Please give your views on the scheme.)

FEDERAL BANKING UNIONS.

I. FORMATION OF UNIONS—

(*a*) Prior to the formation of your Union was any propaganda work undertaken? If so, by whom? Are any attempts made to keep up the activity?

(*b*) What is the constitution of your Union? Does the membership consist entirely of societies, or partly of societies and partly of individuals? In the latter case, is individual membership desirable?

(*c*) What is the nature of the liability accepted by your Union? Do the members fully realize the responsibility attaching to this liability?

(*d*) What are the objects of your Union and how far are they fulfilled?

WORKING CAPITAL—

(*a*) What is the composition of the working capital? What is the proportion of shares, deposits and loans to the total working capital?

(*b*) Do any other items enter into the working capital?

(*c*) Is there a system of share fees and entrance fees in your Union? Has it any effect on membership?

(*d*) What is the value of your share? How is it collected? What is the maximum rate of dividends admissible on shares? Is there any difference in this respect between individual members and society members?

(*e*) Is there any fluctuation in the rate of dividends from year to year and are any steps taken to prevent such fluctuations?

(*f*) What are the various kinds of deposits received, under what terms, from whom? and how are they utilized?

(Please give the same information in respect of deposits in your union as in the case of deposits in primary societies).

(*g*) Does your Union supplement its working capital by loans or cash credits from District or Central Banks?

(*h*) What are the arrangements made for their repayment?

(*i*) Do Central Banks fully meet the demand of your Union?

(*j*) What is the procedure adopted when your Union wants to raise a loan from a District or Central Bank? Is it satisfactory?

(*k*) Is there any restraint on the borrowing power of your Union? If not, is it desirable to fix a limit?

(*l*) Would the fixing of a normal credit for your Union be desirable?

(*m*) Have any debentures been issued? If so, how and under what terms?

(*n*) Does your Union normally get all the funds it requires locally?

(*o*) In respect of the attraction of funds is your Union better or worse placed than a primary society on the one hand and a District or Central Bank on the other?

(*p*) Does your Union compete either with primary societies or with District and Central Banks in this matter?

(*q*) What is the security on which your Union sanctions loans to primary societies?

(*r*) Are loans from your Union confined to societies affiliated to it, or are they given to unaffiliated societies also?

(*s*) Are individual members eligible for loans? Are loans freely granted to non-credit societies?

(*t*) Is it easier or more difficult for primary societies to raise loans from your Union than from a District or Central Bank?

(*u*) What is the rate of interest charged by your Union on loans granted by it? If it is more than the rate charged by District and Central Banks are there any compensating advantages?

(*v*) Does your Union levy any penal rate of interest?

(*w*) What are the arrangements made by your Union for the disposal of loan applications? Do you maintain any staff on that behalf. Do the arrangements made by your Union in this matter secure prompt and sympathetic disposal of loan applications?

(*x*) Is it desirable for your Union to fix a normal credit for each affiliated society and allow it to operate freely within this limit, special procedure being fixed for the disposal of applications for loans in excess of this limit? What special procedure would you suggest?

(*y*) Is it desirable to fix the normal credit of your Union based upon the normal credit of its members?

(1) What is the difference between the borrowing and the lending rates?

(2) Who sanctions loans? On what considerations are loans sanctioned or declined?

(3) How are the terms of repayment fixed?

(4) What is the longest period for which a loan is sanctioned?

(5) How are repayments of instalments watched? Are there any provisions for the suspension of instalments or for the grant of fresh loans in bad years?

(6) Are long-term loans freely and systematically granted by your Union?

(7) With regard to the reserve funds of your Union please give the details mentioned under this head in the case as of primary societies?

(8) Mention also any special activities of a general character undertaken by your Union?

MANAGEMENT—

(*a*) What are the arrangements made for the management of your Union? Are the arrangements satisfactory? Are they such that the interests both of your Union and the affiliated societies are adequately safeguarded?

(*b*) What are the arrangements made to interest affiliated societies in the working and the control of your Union?

(*c*) If a system of elected representatives of the affiliated societies on your Union's Board of Management is in force, is it possible for such representatives to regularly attend your Union Board's meetings and take part in the management?

Please give details with regard to the control exercised by your Unions' Board of Management over the Secretary and other Office-bearers and the Union General Body over the actions of the Committee.

Please state whether the introduction of a Board of Supervision is desirable.

(*d*) Is any paid staff employed in connection with the management of your union? Do members of the Board of Management receive bonus, honoraria, etc.?

(*e*) What are the arrangements made by your union for the supervision of affiliated societies? Do the affiliated societies contribute any portion of the cost of such arrangements? Are these arrangements effective? If not, please suggest how they can be made so?

(*f*) What is the cost involved if your suggestion is adopted and can your union afford it?

(*g*) How far, do you think, the combination of financial and supervisory functions in unions is satisfactory? Do you think that, by increasing or reducing their area of operations, either the financial or the supervisory functions of unions can be better discharged?

(*i*) Would the provision of training facilities for Secretaries and other Office-bearers, accountants and the like be largely availed of by unions?

GENERAL—

(*a*) Has your union taken any part in the work of propaganda or organization? Has it got any facilities for such activities?

(*b*) Do you think that the substitution of Guaranteeing Unions of the type prevailing in Burma in place of Federal Banking Unions in Mysore would be an improvement?

(To enable you to answer this question a brief note is attached giving the main features of the Burma guaranteeing union and the Mysore federal banking union.

(*c*) What is your opinion about relieving your union of its financial functions and converting it to a supervisory body?

DISTRICT CENTRAL BANKS.

FORMATION OF DISTRICT BANKS—

(*a*) Prior to the formation of your District Bank was any propaganda work undertaken? If so, by whom? Is this carried on systematically?

(*b*) What is the constitution of your Bank? Does the membership consist entirely of societies, or partly of societies and partly of individuals? In the latter case, is individual membership desirable?

(*c*) What is the nature of the liability accepted by your Bank? Do the members fully realize the responsibility attached to this liability?

(*d*) What are the objects of your Bank and how far are they fulfilled?

WORKING CAPITAL—

(1) What is the composition of the working capital?
What is the proportion of shares, deposits and loans to the total working capital?

(2) Do any other items enter into the working capital?

(3) Is there a system of share fees, entrance and transfer fees? Has it any effect on membership?

(4) What is the value of your share? How is it collected? What is the maximum rate of dividends admissible on shares? Is there any difference in this respect between individual members and society members?

(5) Is there any fluctuation in the rate of dividends from year to year and are any steps taken to prevent such fluctuations?

(6) What are the various kinds of deposits received, under what terms, from whom, and how are they utilized?

Please give the same information in respect of deposits in your District Bank as in the case of deposits in priminary societies.

(7) Does your District Bank supplement its working capital by loans or cash credits from Central Banks?

(8) What are the arrangements made for their repayment?

(9) Do Central Banks fully meet the demands of your Bank?

(10) What is the procedure adopted when your Bank wants to raise a loan from a Central Bank? Is it satisfactory?

(11) Is there any restraint on the borrowing power of your Bank? If not, is it desirable to fix such a limit?

(12) Would the fixing of a normal credit for each District Bank be desirable?

(13) Have any debentures been issued? If so, how and under what terms?

(14) Does your Bank normally get all the funds it requires locally?

(15) In respect of the attraction of funds, is a District Bank better or worse placed than a primary society and a union on the one hand and a Central Bank on the other?

(16) Does your District Bank compete with primary societies, unions or with Central Banks in respect of the attraction of funds?

(17) What is the security on which your Bank sanctions loans to primary societies?

(18) Are loans from your Bank confined to societies affiliated to it, or are they given to unaffiliated societies also?

(19) Are individual members eligible for loans? Are loans freely granted to non-credit societies and to credit societies with limited liability?

(20) Is it easier or more difficult for primary societies to raise loans from your Bank than from a Central Bank or Union?

(21) What is the rate of interest charged by your Bank on loans granted by it? If it is more than the rate charged by Unions and Central Banks are there any compensating advantages?

(22) Does your Bank levy any penal rate of interest?

(23) What are the arrangements made by your Bank for the disposal of loan applications? Do you maintain any staff on that behalf? Do the arrangements made by your Bank in this respect secure prompt and sympathetic disposal of loan applications?

(24) Is it desirable for your Bank to fix a normal credit for each affiliated society and allow it to operate freely within this limit, special procedure being fixed for the disposal of applications for loans in excess of this limit? What special procedure would you suggest?

(25) Is it desirable to fix the normal credit of each District Bank based upon the normal credit of its members?

(26) What is the difference between the borrowing and lending rates?

(27) Who sanctions loans? On what considerations are loans sanctioned or declined?

(28) How are the terms of repayment fixed?

(29) What is the longest period for which a loan is sanctioned?

(30) How are repayments of instalments watched? Are there any pro-

visions for the suspension of instalments or for the grant of fresh loans in bad years?

(31) What is the form of bond or pro-note executed by the borrowing primary society or union in favor of your Bank? Is that form satisfactory? What improvement would you suggest?

(32) Are long-term loans freely and systematically granted by your Bank?

(33) Please give the same information as regards Reserve Funds of your Bank as of primary societies. Mention also any special activities undertaken by your Bank.

Management—

(*a*) What are the arrangements made for the management of your Bank? Are the arrangements satisfactory? Are they such that the interests both of your Bank and of the affiliated societies are adequately safeguarded?

(*b*) What are the arrangements made to interest affiliated societies in the working and the control of your Bank?

(*c*) If a system of elected representatives of the affiliated societies on the District Bank's Board of Management is in force, is it possible for such representatives to regularly attend your Bank's Board Meetings and take part in the management?

(*d*) Do you think there is any likely clash of interests between the representatives of individual members and the representatives of affiliated societies on the Board of Management of your Bank?

(*e*) Please give details with regard to the control exercised by your Committee of Management over the Secretary and other Office-bearers and your General Body over the actions of the Committee.

Please state whether the introduction of a Board of Supervision is desirable or practicable.

(*f*) Is any paid staff employed in connection with the management of your Bank? Do any members of the Board of Management receive bonus, honoraria, etc.?

(*g*) What are the arrangements made by your Bank for the supervision of affiliated societies? Do the affiliated societies contribute any portion towards the cost of such arrangements? Are these arrangements effective? If not, please suggest how they can be made so.

(*h*) What is the cost involved if your suggestion is adopted and can District Banks afford it?

(*i*) How far, do you think, the combination of financial and supervisory functions in a District Bank is satisfactory? Do you think that, by increasing or reducing the area of operations, either the financial or the supervisory function of the District Bank can be better discharged?

(*j*) Do those in charge of District Banks require greater training than those in charge of primary societies?

(*k*) Would the provision of training facilities for Secretaries and other Office-bearers, accountants and the like be largely availed of by the District Banks?

General.

Has your Bank taken any part in the work of propaganda or organization? Has it got any facilities for such activities?

CENTRAL BANKS.

(Working on a Provincial Scale.)

Formation of Central Banks.

(*a*) Prior to the formation of your Central Bank was any propaganda work undertaken? If so, by whom? Is this carried on systematically?

(*b*) What is the constitution of your Central Bank? Does the membership consist entirely of societies, or partly of societies and partly of individuals? In the latter case is individual membership desirable? Is any difference made in respect of admission to membership between societies and individuals?

(*c*) What is the nature of the liability accepted by your Bank? Do the members fully realize the responsibility attaching to this liability?

(*d*) What are the objects of your Bank and how far are they fulfilled?

Working capital.

(*a*) What is the composition of the working capital? What is the proportion of shares, deposits and loans to the total working capital?

(*b*) Do any other items enter into the working capital?

(*c*) What is the value of your share? How is it collected? What is the maximum rate of dividends admissible on your shares? Is there any difference in this respect between individual members and members of societies?

(*d*) Is there any fluctuation in dividends from year to year and are any steps taken to prevent such fluctuations?

(*e*) What are the various kinds of deposits received? Under what terms and from whom? How are they utilized?
Please give the same information in respect of deposits in your Bank as in the case of deposits in District Banks.

(*f*) Does your Bank require to raise loans or cash-credits from Government or other Institutions?

(*g*) What are the arrangements made for their repayment?

(*h*) Does your Bank fully meet the demands of District Banks, Unions, and primary societies?

(*i*) Is there any restraint on the borrowing powers of your Bank? If not, is it desirable to fix such a limit?

(*j*) Have any debentures been issued? If so, how and under what terms?

(*k*) In respect of the attraction of funds, is your Central Bank better or worse placed than a primary society, Union or District Bank?

(*l*) Does your Bank compete either with primary societies or with District Banks or Unions in respect of the attraction of funds?

(*m*) What is the security on which your Bank sanctions loans to primary societies, District Banks and Unions? Do you sanction loans freely to these institutions?

(*n*) Do you sanction loans to non-credit societies?

(*o*) Are loans from your Bank confined to societies affiliated to it or are they given to unaffiliated societies also?

(*p*) Are individual members eligible for loans? If they are, is it a desirable feature? Would you take steps to confine your loans to Societies only?

(*q*) Is it easier or more difficult for primary societies to raise loans from your Bank direct than to raise them from or through Unions or District Banks?

(*r*) What is the rate of interest charged by your Bank on loans granted by it? If it is more than the rate charged by Unions and District Banks, are there any compensating advantages? Or is it less?

(*s*) Does your Bank levy any penal rate of interest?

(*t*) What are the arrangements made by your Bank for the disposal of loan applications? Do you maintain any staff on that behalf? Do the arrangements made by your Bank in this respect secure prompt and sympathethic disposal of loan applications?

(*u*) Is it desirable for Central Banks to fix a normal credit for each primary society, District Bank or Union and allow it to operate freely within this limit, special procedure being fixed for the disposal of applications for loans in excess of this limit? What special procedure would you suggest?

(*v*) What is the difference between your borrowing and lending rates?

(*w*) Who sanctions loans? On what considerations are loans sanctioned or declined?

(*x*) How are the terms of repayment fixed?

(*y*) What is the longest period for which a loan is sanctioned?

(*z*) How are repayments of instalments watched? Are there any provisions for the suspension of instalments or for the grant of fresh loans in bad years?

(1) Are long-term loans freely and systematically granted by your Bank?

(2) Please give the same information as regards Reserve Funds of your Bank as of District Banks, Unions and primary societies.

(3) Mention also any special activities undertaken by your Central Bank.

Management.

(*a*) What are the arrangements made for the management of your Bank? Are the arrangements satisfactory? Are they such that the interests both of your Bank and of the affiliated societies are adequately safeguarded?

(*b*) What are the arrangements made to interest affiliated societies in the working and the control of your Bank?

(*c*) If a system of elected representatives of the affiliated societies on the Central Bank Board of Management is in force, is it possible for such representatives to regularly attend the Board meetings and take part in its management?

Please give details with regard to the control exercised by your Board of Management over the Secretary and other Office-bearers and your General Body over the actions of the Board.

Please state whether the introduction of a Board of Supervision is desirable or practicable.

(*d*) Is any paid staff employed in connection with the management of your Bank? Do any members of the Board of Management receive bonus, honoraria, etc.?

(*e*) What are the arrangements made by your Bank for the Supervision of affiliated societies? Are these arrangements effective? If not, please suggest how they can be made so?

(*f*) What is the cost involved if your suggestion is adopted and can your Central Bank afford it?

(*g*) How far, do you think, the combination of financial and supervisory functions in a Central Bank is satisfactory?

(*h*) Would the provision of training facilities for Secretaries, accountants and the like be largely availed of by Central Banks?

General.

(*a*) Is there any fluctuation in the demand for loans from your Bank during the past two or three years and also in the recovery of loans? If there is, can you suggest any reasons?

(*b*) Is there any possibility of competition among Central Banks, District Banks and Federal Banking Unions in respect of the attraction of funds?

(*c*) Would it be desirable for Central Banks to deal directly with primary societies or to deal with them only through District Banks or through federal banking unions? Which method would secure prompt and adequate financial assistance to primary societies? In either case, what would be the nature of the staff that may have to be employed by the Central Banks?

(*d*) Is it desirable that Central Banks should have direct dealings with individual shareholders?

(*e*) Is it desirable that they should undertake general banking business?

(*f*) Has your Bank done any general co-operative work in the way of propaganda by means of lectures, formation of libraries, crea-

tion, or helping in the creation of facilities for providing co-operative training and the publication of co-operative literature, etc.?

(*g*) Does the fact that in Mysore there are two Central institutions working on a provincial scale lead to any competition between them? If so, how would you obviate it?

SYSTEM OF ADMINISTRATION, ACCOUNTS AND RETURNS.

(*a*) Is the department staff adequate?

(*b*) What is the nature of the control exercised over Co-operative Societies? How often are co-operative societies inspected? What is the nature of such inspection and the result?

(*c*) Are all societies fully audited, at what intervals and by whom? Is prompt action taken on the defects, if any, noticed in the audit?

(*d*) In the work of auditing and inspection, what is the agency employed? Is it all Government agency or is any non-official agency employed?

(*e*) How is this agency paid? How appointed and how trained? Do you think that it is desirable to supplement the Government agency by the creation of a society-paid staff for purposes of general supervision and inspection? If you think so, how would you proceed to bring about the creation of such an agency?

(*f*) What are the accounts maintained by Co-operative Societies? Do you think that they are sufficient?

(*g*) Is it possible to reduce the extent of clerical work involved in maintaining the accounts?

(*h*) What are the returns made by the Co-operative Societies and to whom?

(*i*) What do you think of the system of Honorary Supervisors in vogue in Mysore and what is their sphere of work?

(*j*) Do you think that the existing arrangement for propaganda and general co-operative work is adequate?

(*k*) Is it desirable to create a special body to undertake this work?

LIQUIDATIONS.

(*a*) What are the causes, methods and results of liquidation?

(*b*) Do frequent liquidations lead to increase or decrease of confidence in Co-operative Societies?

(*c*) Does the occurrence of such events as famine, banking crisis, war, flotation of loans, etc., by public bodies have any effect on co-operative societies?

CO-OPERATIVE DISPUTES.

(*a*) What are the causes of co-operative disputes and do societies take any steps to prevent disputes ?

(*b*) What is their moral effect on the members and on the societies ?

(*c*) What do you think of the present system of disposal of co-operative disputes.

(i) Up to the stage of decree, and

(ii) The execution of decree ?

State its advantages and drawbacks.

(*d*) In particular, please state if, in your opinion, it is desirable to prevent co-operative suits from being taken up to the Civil Courts except with the sanction of the Registrar. Also state if, while the disposal of disputes up to the decree stage remains unchanged, the execution of decrees may be entrusted to the Civil Courts.

SUB-DIVISION OF HOLDINGS.

(*a*) What is the present practice and extent of its prevalence ?

(*b*) How far is it injurious to most economical cultivation ?

(*c*) How can it be avoided ?

(*d*) Is anything in the Co-operative line possible to improve the position, such as by co-operative farming ?

PART III—Extracts.

AGRICULTURE.

Agriculture in Burma.

RESOLUTION ON THE REPORT OF THE DEPARTMENT FOR THE YEAR ENDING THE 30TH JUNE 1920.

Though the progress of the Agricultural Department continued to be hampered by paucity of staff, the present report is a record of much valuable work in many directions. The improvement of rice cultivation received much attention, and important results were obtained from a series of manurial and nursery experiments at Mandalay. The varieties of paddy most suitable for the new trade in parboiled rice were investigated, and progress was made with the distribution of selected paddy seed both in Upper and Lower Burma. The Lieutenant-Governor hopes that when District Farms are established other important improvements conducing to increased yields will be brought to the notice of the great mass of cultivators. The work of the Department was, however, not confined to rice, and most encouraging results were obtained from improved strains of cotton and wheat. A beginning was also made with the distribution of the Spanish variety of groundnut which is superior to the local variety both as regards yield and oil content. The Lieutenant-Governor is also glad to observe that the Agricultural Chemist has made appreciable progress in his investigation of the prussic-acid content of the Burma white bean, and trusts that these experiments will result in rehabilitating the good name of this important crop.

The possibilities of the Province as a centre for the cultivation and manufacture of sugar and cotton on a large scale by improved modern methods have recently attracted the attention of capitalists, who have applied for the grant of very large areas of land for this purpose. This has aroused a certain degree of alarm on the part of local agriculturists, and the Lieutenant-Governor wishes to take this opportunity of defining his policy in dealing with such applications. In the first place, he wishes to re-affirm the general principle that the formation of a class of large landlords is contrary to the policy of Government, and that the maintenance of the peasant proprietary form of tenure is a cardinal aim of the Land Revenue administration of the Province. There are, however, certain cases in which strict adherence to this general rule would be short-sighted and unwise. The commercial exploitation of important new staples, such as rubber, sugar, long staple cotton or cocoanuts, tends to the benefit of the Province as a whole, and while these cannot be profitably produced or manufactured except on a commercial scale the Province cannot be entirely closed to large farming. Unless, therefore, modern methods of cultivation and manufacture are to be rigorously excluded, the Lieutenant-Governor considers that large farming must to some extent be allowed in the case of these special crops. On the other hand,

he desires to assure cultivators that, before any grant is made, all reasonable claims in respect of grazing, fuel supply, and extension of the existing cultivation will be sympathetically considered and fully met. An essential condition of any grant or lease will also be that the land must be utilized for the purpose for which it is granted and must not be diverted to other uses. Precautions will also be taken to safeguard the interests of tenants and cultivators working the land on behalf of the grantee or lessee and to prevent rack-renting or other abuses. Furthermore, if cotton and sugar industries are well established, the small cultivator will find a profitable market on the spot for these same crops produced by small farming.

It is no discredit to the small band of agricultural workers who have had to struggle with huge areas, wholly inadequate staff, and insufficient funds, to say that the Department of Agriculture in Burma is in need of complete re-establishment. As the Development Commissioner says, "the corner has now been turned" and the prospects of the Department are exceedingly bright. But the Department connot be rebuilt in a day. The foundations for the new structure have been laid, and the Province is fortunate in having the services, as its first Development Commissioner, of Mr. MacKenna. The Lieutenant-Governor feels assured that under his experienced guidance the Department will progress on sound and effective lines. But the public of Burma must exercise patience. There is no industry in which the results of research take longer to be translated into practical application than is the case with agriculture. The discoveries of the laboratory and the experimental plot have to be tested thoroughly in the farm before they can be introduced on a large scale to the body of cultivators, and each test takes a complete agricultural season. With such an immense country and such differences in rainfall, soil and climate as are to be found in Burma, tests have to be carried out in many places and in varying conditions, and when the Deparrment has done its work the people have to do theirs, and to show that they are ready and eager to profit by the demonstrations of improved seed, tillage and methods which are presented to them. In the Lieutenant-Governor's opinion the readiness of the cultivator to profit by the advice and experience of the Department is one of the most encouraging features in the whole situation, and justifies the most sanguine anticipations of the future of agriculture in Burma.

CO-OPERATIVE SOCIETIES.

Registrar's Report.

GOVERNMENT REVIEW ON THE REPORT FOR 1919-20.

[BURMA.]

The Co-operative movement continued to expand rapidly during the year under review, and the total number of societies rose from 3,612 to 4,394, while their membership increased by 23 per cent from 88,860 to 108,868. A gratifying feature of this increase is that it was not due to official propaganda. In the case of urban societies the growth was largely spontaneous, while in rural areas the expansion was mainly due to the enthusiasm of unofficial Honorary Organizers, to whom the thanks of the Lieutenant-Governor are due. The financing of these new societies cast a severe strain on the resources of the Mandalay Central Bank, more especially as these new claims coincided with a temporary decrease in the Bank's deposits under the influence of a high rate of exchange between India and the United Kingdom and of a keen demand for capital in other directions. Fortunately the situation improved in the course of the year, and it was not found necessary to restrict credits to any serious extent, but the present dependence of the movement on European copital is an undoubted weakness. This will doubtless right itself in time as District Central Banks, in which Burmese capital predominates increase in strength, but it is unsatisfactory that deposits of members form less than one per cent of the total working capital of primary agricultural credit societies, and the Lieutenant-Governor agrees with the Registrar that the virtues of thrift and self-help will have to be more fully practised by individual members of these societies if the movement is to rest on a sound and independent basis. On the other hand, it is satisfactory to note that the standard of repayments was well maintained in spite of an unfavourable agricultural season, and that the percentage of unsatisfactory D class societies was the lowest for the past five years.

A feature of the co-operative movement peculiar to Burma has been the astonishing progress made by Urban Societies and Town Banks during the past five years. These societies not only provide convenient banking facilities for the middle classes in towns, but are likely in the future to play an important part in the development of industrial enterprise. Their activities are thus rather outside the scope of the general co-operative organization, but, although they may not remain long in the co-oparative fold, they contain the germ of a purely Burmese system of banking and are deserving of every encouragement. The projected cotton-ginning factory at Mahlaing, the saw-mill at Pegu and the rice-mill at Wethlagyi are other interesting and important developments of the co-operative movement in the industrial sphere, and the Lieutenant-Governor hopes that, when the new Department of Industries takes shape, it will be possible to give such enterprises further assistance in the form of competent technical advice.

Except in Myitkyina, where considerable enterprise and initiative were displayed, schemes of colonisation on a co-operative basis tended to stagnate, mainly owing to lack of officers to supervise

them. The Lieutenant-Governor, however, hopes that it may be possible to make one or more officers available for colonisation work during the coming year. The present system of colonisation of large areas on co-operative lines under the guidance of selected whole-time officers is in the Lieutenant-Governor's opinion a sound one, and it has undoubtedly been successful in opening up large tracts of country to cultivation and in placing upon them peasant proprietors under circumstances which give them a reasonable chance of preserving economic independence. The system has, however, certain obvious disadvantages. Of these the most important are that it involves a certain tendency to departmentalism, that it affords little room for individual initiative and lastly that it cannot be applied except to areas of a certain magnitude. The Lieutenant-Governor is, therefore, disposed to think that there is considerable scope for small colonisation schemes initiated either by enterprising individuals or by groups of villagers, and considers that such schemes can suitably be managed by Deputy Commissioners with the aid of an extra Myook, if necessary, to arrange for the allotment of holdings and the lay-out of villages. In many instances colonisation will probably be dependent on the construction of a minor work of general utility, as for instance, a tank in the dry-zone, and in such cases he considers that the work might properly be financed, to the extent of half the estimated cost, by grants-in-aid derived from rice control profits, the other half being met by loans under the Land Improvement Loans Act. The tenure on which these colonists should hold their land and the maintenance and repair of a work after completion are important matters on which the Lieutenant-Governor would be glad of the advice of the Financial and Development Commissioners, but he considers that a few experiments on the lines mentioned above might suitably be undertaken at an early date. Large schemes of colonisation, which are beyond the capacity of the ordinary district staff, should continue to be carried out by special agency through the medium of Co-operative Societies as at present. District officers who are responsible for the survey, assessment and general administration of the area should, however, be kept informed of the progress of colonisation work, and the Lieutenant-Governor is glad to learn that the Registrar is alive to the dangers of excessive departmentalism and discourages the tendency of colonists to regard themselves as a class apart entitled to preferential treatment.

No adequate solution has yet been found to the difficult problem of cattle insurance. Members are unwilling to pay premia unless these are reduced to below the level of actuarial soundness, and the Lieutenant-Governor agrees with the Registrar that the real remedy lies in better measures of prevention. The subject is at present under the consideration of the Development Commissioner, and the Lieutenant-Governor considers that any practicable scheme that will reduce the enormous cattle mortality in Lower Burma is entitled to any financial support that may be necessary from the profits of rice control. Similarly, any scheme for the establishment of land-mortgage banks with a view to the provision of long-term credit has undeniable claims to assistance from the same source, but this subject is an extraordinarily difficult one, and the experience of Egypt indicates the necessity for caution if disaster is to be avoided. The problem will, however, have to be tackled, and the Registrar's suggestion that as a preliminary measure an officer should be placed on deputation to study the question and work out a practicable scheme has been noted.

Co-operative Societies in Bombay.

GOVERNMENT REVIEW ON THE REPORT FOR 1919-20.

Despite a none too favourable cultivating season the co-operative movement displayed marked progress throughout the Presidency and Sind during the year under review.

In the Presidency, including Sind, the number of Agricultural Credit Societies increased from 1,648 to 1,993 and the working capital from Rs. 81½ lakhs to nearly Rs. 108 lakhs, while in the case of Sind alone the number has risen from 63 with a capital of Rs. 1½ lakhs in 1917-18 to 186 with a capital of Rs. 4 lakhs in 1919-20. The increase in the case of Sind is particularly gratifying and speaks well for the zeal of those engaged in fostering the movement in that Province.

The paid-up share capital of Non-Agricultural Credit Societies with limited liability rose from Rs. 13½ lakhs in 1918-19 to Rs. 17½ lakhs in 1919-20, while the number of members increased from 52,000 to 63,000.

It is to be regretted, however that, except in Bombay City, the value of Non-Agricultural Credit Societies as the means of bringing into circulation surplus money which would otherwise perhaps be hoarded and of providing thereby a much needed stimulus to local industries does not seem to be fully realized.

In the sphere of finance the classification on the French model of societies into Resource, Consumers' (including Building Societies) and Producers' Societies and the recognition that the District Bank, where such exists, must form the financing agency for individual societies in the district are important steps, the former as tending to facilitate financial supervision, the latter as an attempt to deal with the danger of overcentralization of finance in the hands of the Bombay Central Bank.

By the utilization of surplus funds, by facilitating free interchange of money by means of cheques, and by opening current accounts, District Central Banks can fulfil most useful functions apart from the important part they play as intermediary between primary agricultural societies and the Bombay Central Bank. To this extent District Banks are to be preferred to guaranteeing unions. It is therefore a matter of regret that they are not more widely established and that in their position between the Bombay Central Bank and the societies, they should still be as much behind the guaranteeing unions as is shown by the figures of loans from the Provincial Bank.

During the year under review, the Bombay Central Bank was confronted with many difficulties. An indifferent agricultural season, tightness in the money market and accumulated arrears all combined to render the management of the Bank a matter of extreme delicacy. Nevertheless owing to the strength of its resources it was able to avoid borrowing at the market rates which at times touched 8 and 9 per cent and to maintain its reputation for financial soundness.

Government do not endorse the remarks of the Registrar on the failure of the Wholesale Society. The Directors in the opinion of Government did as much as they could reasonably be expected to do in setting up an efficient and honest buying agency to which societies might resort and could hardly be expected to be in daily attendance at the office of the Wholesale Society supervising operations. The failure was in their opinion probably due to

defects inherent in the system itself and to the fact that the fundamental idea with which many of these societies were founded were erroneous. Government agree with the Registrar that the first essential is the establishment of strong Consumers' Societies managed on business lines whose object is not to undersell but to intercept the retailers' profits for their clients with loyal customers who will strengthen the society's position by sticking to it and who will reap their reward not by getting goods at actually lower prices at the time of purchase but by participating in the profits when the accounts are made up. Until this is more generally understood the societies are not likely to be successful.

Though there are undoubtedly many difficulties to be encountered by Housing Societies the Bombay Catholic Co-partnership Society and the Gaud Saraswat Society have shewn that they are not insuperable. Government therefore hope that during the current year more progress may be recorded in this important branch of co-operative work.

Co-operation in Bihar.

Government Review on the Report for 1919-20.

In spite of the weakness of the superior staff, the development of the co-operative movement during the year has shown as much progress as could reasonably be expected.

Primary Societies.—There has been a steady growth both in membership and in capital. Seven hundred and thirty-seven new agricultural societies were registered, while the number of members of such societies increased by about 14,000 and their capital by Rs. 3,82,000. The number of non-agricultural societies increased by 40, their membership by 3,000 and their capital by Rs. 2,84,000. The Lieutenant-Governor in Council will watch with interest the development of Agricultural Sale Societies, and, in particular, the result of the purchase of a rice-hulling mill by the members of those societies in Khurda subdivision. He is pleased to observe a further increase of six in the number of ministerial officers' societies and of twelve in the number of co-operative stores, and also the progress made in the formation of fishermen's societies in the neighbourhood of the Chilka lake. The stores opened by the Monghyr Town High School and the Motihari Zila School will, it is hoped, be the precursors of many similar institutions.

Central Banks.—Seven new central banks were opened and their capital increased by more than six lakhs of rupees. The increase of nearly six and a half lakhs in deposits and the success of the system of savings deposits are satisfactory features of the report. The Lieutenant-Governor in Council is pleased to observe that there has been a fuller realization by local bodies of the importance of making grants-in-aid to Central Banks for primary education. There appears to have been satisfactory progress in the introduction of agricultural improvements through Central Banks; and the Lieutenant-Governor in Council agrees with the Registrar in attaching importance to the grant of loans by these banks for village irrigation in South Bihar and Chota Nagpur. The increase in the number of guarantee unions from 42 to 63 is satisfactory.

Provincial Bank.—The marked increase in deposits of Rs. 2,04,000 is due largely to the efforts of the Registrar, whose attention was drawn last year to the desirability of advertising of these investments.

Co-operative Societies.

RATE OF INTEREST ON CURRENT DEPOSITS RAISED.
(MADRAS.)

The Government sanction the proposal of the Registrar of Co-operative Societies to raise the maximum rate of interest to be charged on current accounts from 2½ to 3 per cent per annum.

EDUCATION.

Education in the Punjab.

GOVERNMENT REVIEW ON THE REPORT FOR 1919-20.

A brief allusion was made in last year's review to the introduction of the Honours Schools in the University which actually took place in the year under report. In accordance with the policy recommended by the Calcutta University Commission, Honours Schools in Sanskrit, Arabic, Mathematics, Botany and Zoology were instituted in the Punjab University, and the system will be extended as circumstances permit. Sir John Maynard has expressed the belief, which His Honour shares, that the improved type of instruction, with some personal contact between teacher and pupil, and less recourse to set lectures and text-books, though in the first instance limited to a minority, will, in the long run, react upon the spirit and methods of teaching throughout the affiliated colleges of the University. While on the subject of collegiate education the opening of Intermediate Colleges at Multan, Ludhiana, Rawalpindi and Ambala may be mentioned though, strictly speaking, they come under next year's survey.

The expansion in the attendance at secondary schools is, as explained in the report, due to the new system of classification. The new Matriculation and School-leaving Certificate Examination has produced an unforeseen result in the decline of the study of history and geography which are now optional subjects, a result which is attributed to the difficulty experienced in passing in them. The report seems to indicate that the methods of teaching these two subjects have been in part the cause, and they are being improved. One result of the widening of the field of optional subjects will, as prophesied by Mr. Wright, be that increased expenditure will be required to obtain teachers sufficiently equipped.

The postponement of the teaching of English till the fifth class is an interesting departure. The use of the vernacular as the medium of instruction is said to be progressing favourably, though the teaching of vernacular languages needs improvement. *A propos* of this subject the following extract from a paper read before the East India Association in June 1920, by Mr. P. J. Hartog, C.I.E., on the work of the Calcutta University Commission, is important:—"There was no question to which the Commissioners gave greater attention than that of the medium of instruction . . . What is quite certain is that the Matriculation Examination is conducted in English, and consequently a certain knowledge of English—a considerable knowledge of English—is necessary to pass it; yet it is admitted on all sides that a large number of students . . . pass that examination by a sheer effort of memory, and do not by any means understand all the answers which they write down and which gain marks for them in the examination. A system which attaches such undue weight to the exercise of memory cannot but be a faulty system, and therefore we have advocated the restriction of English in the secondary schools as a medium of instruction."

The importance of improved methods of physical training which has recently come to the fore in educational establisments at home continues to receive special attention. It is unfortunate that it has not been found possible to re-introduce the system of medical inspection owing to the absence of medical inspectors on Military duty, but this deficiency will, no doubt, be rectified during the present year.

As regards primary education, it is satisfactory to note that the Lahore and Amritsar Committees are interesting themselves in re-organizing the elementary education in these towns as a preliminary to applying the Punjab Primary Education Act. The Multan Municipality is ready to begin in 1921, and four others have declared their intention of introducing the Act, though their schemes are not yet matured. Too rapid an adoption of the principle of compulsion in education is neither to be expected nor desired, and the report wisely lays emphasis on the necessity for increasing the number of schools in order to pave the way to the application of the full provisions of the Act.

Female education.

There has been a welcome increase in the number of girls' schools during the year, the total now standing at 1,074, an increase of 54 as compared with last year's increase of 5. The Kinnaird College is to be congratulated on the results achieved by their candidates in the B.A. and Intermediate examinations. The increasing attraction of the medical profession for girls who take up higher education is an encouraging sign. With the rise in the number of girl students there has been a parallel progress in the training of teachers, a new normal school having been opened at Gujranwala for junior vernacular teachers. The special attention given in Lahore to nature study, invalid cooking, home nursing, and first aid is important enough to deserve wide imitation. The generosity of Rai Bahadur Lala Ganga Ram, C.I.E., M.V.O., has made it possible to open a Normal and Industrial School for Hindu widows and a high school for girls of every creed. The scheme has not yet fully materialised and will be dealt with in next year's report. The number of secondary schools has steadily increased, and the work of teaching in both secondary and primary schools is said to be improving. The record of female education during the year shows a marked step in advance and gives promise of continued expansion in the future.

Education in Bihar.

GOVERNMENT REVIEW ON THE REPORT FOR 1919-20.

In the year 1918-19, the influenza epidemic and the abnormal rise in prices caused a set back to the progress of primary education, but in the year under review, while continued high prices caused a further decrease in the number of pupils in urban areas, which was most marked in the case of the Arts colleges, in rural areas the cultivating classes benefited by the high prices of agricultural produce and the number of pupils attending rural schools showed a very satisfactory increase of 25,000.

Educational Services.—The cadre of the Indian Educational Service was strengthened by the addition of four permanent and five temporary posts. It now consists of 32 posts for men and five for women. There has thus been an increase of 19 posts since the province was created. The cadre of the

Provincial Service which comprised only 33 posts in April 1912 now comprises 106, nine new professorships being created during the year. The five temporary posts in the Indian Educational Service together with six posts in the Provincial Educational Service were created for post-graduate teaching at Patna College.

The University.—During the year the University took the first step towards the development of the teaching side of its work by the appointment of two University Readers, Rai Bahadur Sarat Chandra Ray delivering lectures on anthropology and Professor Jadu Nath Sarkar lecturing on Mughal History.

Secondary Education.—The decrease in the number of boys attending high schools was counterbalanced by an increase in the number of pupils in middle English and middle vernacular schools. The increase in the number of middle vernacular schools and in that of the pupils attending them shows that this type of school which provides an efficient and at the same time a cheap education is becoming more popular. Between the years 1911-12 and 1916-17 there had been a small decrease in the number of such schools and only a small increase in the number of pupils. The Vernacular School Leaving Certificate examination which was intended to popularize this form of education was first held in November 1917 ; and since then the number of middle vernacular schools has risen from 130 to 157, with a corresponding increase in the number of pupils. Special classes for ex-students of middle vernacular schools have been opened at three high schools and more of these classess will be opened as the demand arises.

Primary Education.—The large increase of over 20,000 in the number of pupils attending primary schools tends to confirm the view that the decrease in 1918-19 was due to economic conditions and to the widespread epidemics of influenza and cholera, and to justify the hope expressed in 1917-18 that the development of primary education had reached a turning point. A satisfactory feature of the year's report is the advance recorded in the matter of local control of primary education and the Lieutenant-Governor in Council is glad to see that his recommendation on this point has been acted upon by the district boards of Patna, Bhagalpur, Monghyr and the districts of the Orissa Division. A purely stipendiary system necessitates the employment of a large inspecting staff to maintain the efficiency of the schools and to prevent fraud (an instance of which is noted in the report) and wastage of public money and consequently funds that should be available for increasing the number of schools or raising the pay of teachers have to be devoted to strengthening the Inspecting staff. Efficient managing committees can relieve that staff of much of their work and His Honour in Council trusts that other district boards will adopt the grant-in-aid system and will utilize all suitable agencies for the control of primmary schools. Local committees in particular can do much to improve the condition of lower primary school buildings, which is still reported to be unsatisfactoy. The suggestion that school-houses should be erected by private parties and leased to the Boards and Committees has been acted upon only by the Boards of the Patna Division and the Lieutenant-Governor in Council takes the opportunity of again bringing it to the notice of the Boards.

The problem of the development of primary education is now mainly financial. District Boards are in possession of carefully prepared programmes, to which effect should be given to the utmost limit of their resources ; and they should consider whether it is not possible to make larger sums available

for recurring expenditure by meeting expenditure on capital works, such as bridges, buildings, etc., from loans. Loans are largely taken by local bodies in England for these objects; and though the present high rate of interest makes borrowing difficult, this possible solution of the financial problem deserves consideration.

Female Education.—Female education is making slow but steady progress. As in the schools for boys economic conditions caused a slight decrease in the number of pupils attending high schools, but there was a small increase in the number of pupils attending middle English and middle vernacular schools and a considerable increase in the number attending primary schools, with the result that the net increase in the number of girls at school was 4,627. It is satisfactory to record that since 1912 the number of girls attending high schools has risen from 286 to 672 and the total number of girls attending both public and private institutions has risen from 36,505 to 65,366 while the number of girls attending boys' schools has fallen by 2,296. It is to be hoped that the increase in the number of girls attending high schools will lead to an increase in the number of girls and women adopting teaching as a profession. With an increase in this number of trained teachers, women might suitably be employed as suggested by the Director of Public Instruction as teachers in infant, if not also in lower primary schools, which are attended by both boys and girls.

EXCISE.

Excise Administration.

Resolution on the Report for 1919-20.

(Central Provinces.)

Like its predecessor, the year 1919-20 established a record in excise revenue, which rose from Rs. 123½ lakhs to Rs. 148⅓ lakhs. The bulk of this increase was derived from country spirit and mainly occurred in the cotton tracts, which gave an increase in revenue of Rs. 20½ lakhs. In the cotton tracts the high prices realized for the crop of 1918 contributed to a rise in duty receipts in the latter half of 1918-19, and, in spite of a substantial increase in duty rates, the bids at the auction sales of 1919 exceeded those of the previous year. In the rice tract the failure of the 1918 crop caused a drop in the auction bids; but in the wheat country the good rabi crops of 1918 (although on a reduced area) and of 1919 and the high prices fetched by the produce stimulated competition. Other factors which tended to encourage consumption were the approach of the *singhast* year, which caused a large increase in the number of marriages, and the general unhealthiness of the year, its course being marked by a low birth-rate, a series of epidemics, and an unusually high death-rate. As the experience of the influenza epidemic showed, the consumption of alcohol has a marked tendency to rise in times of exceptional sickness. The incidence of revenue per head of population rose from Re. 0-14-1 to Re. 1-0-11, the incidence of taxation on country spirit rising from Re. 0-10-2 to Re. 0-12-8. A satisfactory feature of the year's working was the efficient collection of the large revenue demand, arrears being reduced from Rs. 48,000 to Rs. 27,000 and the amount of license fees uncollected at the end of the year representing less than one per cent of the total demand on this account. The consumption of country spirit rose from 1¼ to 1½ million proof gallons, the percentage increase for the Central Provinces being 15, and that for Berar being 35. As has been explained above, the agricultural and social conditions of the year and the state of the public health were abnormal, and it is impossible to form any accurate estimate of the extent to which the above increase is permanent or temporary. Consumption shows only a slight increase over the pre-war standard of a normal year.

The rise in the price of liquor has naturally varied much in different places, since the extent to which it can be safely enhanced depends largely on the degree of risk from illicit distillation and smuggling in different areas. But examination of the figures indicates that the price has, on the whole, risen considerably less than that of staple food-grains. The rise in the price of 60° U.P. liquor since 1914 in certain selected areas varies from about 30 to 50 per cent, and if we consider the rise in the purchasing power of the drinking classes, there is reason to doubt whether the cost of liquor has kept pace with the rise in wages. The statistics show apparently capricious variations between different districts, but the fact that in 14 out of 22 districts the

wage of the casual rural labourer has risen from 50 to 122 per cent seems to indicate that the cost of a given quantity of liquor now absorbs a smaller part of his wages than before the war. In spite, therefore, of a very substantial enhancement of duty rates, it would appear that there is scope for the further enhancement of taxation in those areas in which the risks of illicit distillation are not prohibitive. In the Central Provinces the rate of taxation per proof gallon is Rs. 6, while in Berar the rate is Rs. 11-5-0. The proportion of duty receipts to license fees has been raised in the Central Provinces from 57 : 43 to 79 : 25 and in Berar from 54 : 46 to 78 : 22. The Excise Commissioner should examine this question in detail, and should consider whether a rise in duty rates is not feasible in some parts of the Central Provinces. In Berar the present high duty rate has to some extent brought foreign liquor, specially Shahjahanpur rum, in competition with country liquor.

At the same time careful discrimination is necessary in selecting the areas in which duty rates can suitably be enhanced. In the richer and the more fertile parts of the province, where the enhancement in the retail prices has been the largest, the duty rates can probably be raised without much hesitation. But any attempt to raise these rates in order to check the growth of consumption in aboriginal tracts, such as the Excise Commissioner appears to contemplate in paragraphs 7 and 8 of his report, can only be undertaken after very careful consideration. The fixation of low maxima rates in these tracts is designed for the discouragement of illicit distillation, and any raising of these rates without clear proof that the increase in consumption was due to the spread of the alcoholic habit, and not merely to the substitution of licit for illicit liquor, could hardly be justified. As was pointed out last year, the policy of Government in such tracts must be dictated, not by figures and percentages, but by personal observation of the conditions of the tract and of the actual results on its temperance of the measures adopted. Any hasty or premature enhancement of duty rates, resulting in an increase in retail prices, would only reproduce the situation from which those tracts are just emerging.

The fixed fee system was introduced as an experiment in five districts of the province of 1916-17. It was abandoned in Jubbulpore after one year's trial, but was retained in the four districts of Nagpur, Akola, Buldana and Betul till the close of 1918-19. For 1919-20 it has been retained only in the Betul district. Except in the Buldana district, where no maximum was enforced for the first year, the system was used with the maximum price and in that form has had a full trial. It was introduced at a time when conditions were unsettled owing to the war, and was useful in enabling Government to push up the duty rates to high figure without dislocating the trade. The Chief Commissioner agrees, however, that the experience now gained does not justify the retention of the system as a permanent feature of the excise administration. Its drawbacks have been well summarised in the report of the Deputy Commissioner, Nagpur, quoted in paragraph 17 of the Excise Commissioner's report. A system which involves the fixation by Government of a maximum retail price is open to objection as discouraging temperance, and the system when worked with a maximum price has nothing to recommend it. Even without a maximum price the system has many disadvantages. The Excise Commissioner should now consider whether the special local conditions of Betul justify the retention of a system which has for good reasons been condemned elsewhere.

The number of reported offences relating to liquor rose from 3,576 to 3,686, the chief increases occurring under illicit distillation and the use of false measures. The number of convictions obtained rose from 1,036 to 1,235, and the amount of fines inflicted increased in the same proportion. Closer scrutiny by District Magistrates is reported to have secured somewhat better results in the imposition of adequate penalties; but, as the Commissioner, Chhattisgarh Division, points out, the tendency of the higher magistrates to regard all offences outside the Penal Code as nothing more than misdemeanours makes it necessary to remind them periodically that infringements of the excise law, if undetected, are highly lucrative, and that the infliction of an inadequate fine on conviction merely puts a premium on the repetition of the offence. Insistence must also be laid once more upon the necessity for the grant of adequate rewards to the staff and to those who aid them in the successful detection and prosecution of offences. These two injunctions should commend themselves to the common sense of every magistrate.

The report contains an interesting summary of the measures which have been taken by Government during the past ten years to keep the consumption of liquor within proper bounds. The measures taken include the extension of the supply system, which alone enables an effective check to be kept on consumption, to all parts of the province except some 7,700 square miles of remote, jungle-covered country; a steady reduction of liquor shops so far as is possible without driving consumers to drugs or illicit distillation; the reduction of the hours of sale, and the raising of the age-limit for children; the substitution of weak liquor for strong; the steady enhancement of duty-rates; and the conduct of an intensive campaign against illicit distillation, so as to bring all consumption under proper control. The excise policy of Government is directed to the enforcement of a policy of strict moderation in the consumption of alcohol, and it may claim that its efforts have been definitely and consistently directed towards the restriction of consumption within such bounds as are compatible with the physical and moral welfare of the people.

INDUSTRIES.

Appointment of a Board of Industries.

(MADRAS.)

The Indian Industrial Commission in paragraphs 309-310 of their Report recommended the constitution of a Board of Industries to assist the Director of Industries in the efficient conduct of the work of this department. The recommendations of the Commission were placed before the Industrial Conference which met at the Secretariat on the 13th March 1920. The Governor in Council has considered the recommendations of the Commission and the views of the Conference thereon and has now decided to appoint a Board of Industries for the Madras Presidency consisting of twelve members.

The composition of the Board will be as follows :—

The Director of Industries will be the Chairman and Convenor and the remaining eleven members will be non-officials. A member of the Board shall hold his appointment for a period of two years. The Personal Assistant to the Director of Industries will be the Secretary to the Board.

The functions of the Board will be advisory. All matters of general importance affecting industries or industrial education including the budget should be laid before the Board. The Board shall have power to co-opt other officials and non-officials for dealing with particular subjects or classes of subjects. The co-opted officials and non-officials shall have power to vote on resolutions relating to subjects for the discussion of which they are co-opted. The Board may appoint its own members, or persons co-opted as above, to standing or temporary committees to deal with special subjects.

Non-official members whether co-opted or permanent shall be entitled to a remuneration of Rs. 30 for each meeting of the Board or of Committees of the Board which they attend and such of them as come from the mufassal shall also be entitled to travelling allowance as first-class officers.

The Governor in Council is pleased to appoint the following eleven non-official gentlemen as members of the Board :—

(1) Sir Bernard Hunter.
(2) Mr. A. P. Symonds.
(3) Mr. A. F. Buchanan.
(4) Col. Magniac, Agent, Madras and Southern Mahratta Railway.
(5) Sir F. Nicholson, K.C.I.E.
(6) The Hon'ble Sir P. Tyagaraya Chetti Garu.
(7) Mr. H. M. Ebrahim Sait.
(8) Mr. Jamal Mohamed.
(9) M.R.Ry. V. Tirumalai Pillai Avargal.
(10) M.R.Ry. Rao Bahadur T. Ranga Achariyar Avargal.
(11) The Bishop of Dornakal.

The Director of Industries is requested to discuss in his annual reports on the administration of the department how the Board has been working during the year under report.

JUDICIAL.

Statistics of Criminal Courts in Madras.

Government Resolution for 1919.

The aggregate number of cases dealt with by Bench Courts, namely, 89,889, was materially in excess of the figures for any preceding year and it is clear that this form of court rendered substantial assistance to the stipendiary magistrates in the mufassal as well as in the City of Madras. The total accession to their number was 12. During the year seven Bench Courts were established in the districts of Malabar, Tinnevelly, Coimbatore, Ganjam, Trichinopoly and Anantapur (2) in pursuance of the experiment inaugurated under G.Os. No. 330, Home (Judicial), dated the 10th February 1919, and No. 1822, Home (Judicial), dated the 13th August 1919, for the purpose of giving a trial to the system in force in Bengal under which selected Benches as a whole are invested with first-class magisterial powers when presided over by salaried second-class magistrates of standing and experience. The District Magistrates have been instructed to watch this experiment with care and it should receive special notice in their reports on Criminal Justice for the year 1920.

The marked increase in the aggregate institutions of original cases (332,853) as compared with 1918 naturally suggests comparison with the figures for preceding years and an examination of the statistics shows that, while in 1917, the total number of institutions was 319,000, the average for the preceding quinquennium was 349,480. In other words, the record of 1918 was exceptionally low.

The information given regarding the duration of trials in regular Magistrates' courts in the Mufassal discloses further deterioration in the case of sub-magistrates' courts, where the average length of the proceedings has risen to twelve days as compared with seven during the four years ending with 1912, since when there has been a continuous increase. The chief causes of delay are well known, and during the period under report the High Court was requested, at the instance of the Government of India, to issue special instructions to the subordinate magistracy with regard to one of these causes, namely, the permission of cross-examination on irrelevant matter or at needless length. The Honourable the Judges, however, deprecated any circular on the subject and considered that the only practicable remedy was for the appellate courts to deal with the evil as it comes to their notice in individual cases. With this view the Government are in accord. They also agree with the High Court that other causes of delay can be largely mitigated by due attention on the part of the superior magistracy, whose duty it is to scrutinize the calendars of their subordinates. The sustained improvement in the Kistna district is due, however, not only to continuous scrutiny of this character under the general direction of the District Magistrate, but also to an order directing that certain days of the week should be reserved by sub-magistrates for the trial of police cases and that the police should bind over the accused and witnesses to appear on the earliest appointed day.

The Government notice with satisfaction the increased recourse to sections 203 and 250 of the Criminal Procedure Code as a means of discouraging the institution of frivolous complaints.

While there is no doubt that offences against property, particularly cases of theft, were rendered more numerous by economic conditions, it is noteworthy that the amount of crime reported under the Indian Penal Code, though much higher than in 1918 and 1917, was not materially different from the record of 1915 and 1916 and was substantially lower than in 1912, 1913 and 1914.

Whipping was more freely resorted to than in the preceding year, but the increase in this form of punishment is attributable at least in part to a substantial increase in the number of cases in which whipping was a permissible punishment. The decreased recourse to section 562 of the Criminal Procedure Code, which permits of probationary release, is a matter for special regret when taken with the marked increase from 3,345 to 5,034—in the number of sentences to fifteen days' imprisonment and less. In paragraph 6 of G.O. No. 2282, Home (Judicial), dated the 6th November 1917, and in paragraph 5 of G.O. No. 2255, Home (Judicial), dated the 5th October 1918, the Government, when reviewing the criminal statistics for the years 1916 and 1917, drew particular attention to the expedience of using section 562 as an alternative to the imposition of short sentences. The attention of District Magistrates will once more be drawn to this important matter.

With the introduction of the Madras Children Act, 1920, there should be a definite check to the tendency to increase in the numbers of young persons admitted to prisons.

The Government must record their dissatisfaction at the continued disregard of the instruction that sub-divisional magistrates should take up a larger proportion of cases under the Madras Forest Act, 1882.

MEDICAL.

Hospitals in Burma.

GOVERNMENT REVIEW ON THE TRIENNIAL REPORT FOR 1917—19.

It is satisfactory to note that the number of patients treated rose by nearly 200,000, and although there was a slight set-back in the last year of the triennium, there is no reason to be disappointed with the result. The Lieutenant-Governor is pleased to see that the proportion of Burmans among the patients, though still unduly small, continues to rise. As the number of trained Burmese medical practitioners increases it is to be hoped that confidence in Western Medical science will take firmer root among the people of the country in general. The system of travelling dispensaries, which the Inspector-General of Civil Hospitals advocates, should undoubtedly help to popularize proper treatment among the rural population, and the Local Government will be ready to consider proposals for its extension as the staff which it requires becomes available.

The Lieutenant-Governor has read with interest Colonel Entrican's remarks on the subject of private charity towards hospitals and of discrimination of patients who can afford to pay for treatment. The whole subject of hospital finance, which now suffers from lack of system in this Province, is under consideration, and it is hoped that the question will be put on a definite basis in the near future, the upkeep of hospitals being divided, in rough proportion to the classes of patients treated, among Provincial and Local Funds, aided by subscriptions from the public. The purposes for which subscriptions could be used have been so strictly limited in the past that there was not much inducement to liberality, but His Honour trusts that when their scope is extended and the question is put more clearly before the public, the amount at present received from this source will be very largely increased. He desires to express his gratitude to those members of the public who have assisted in this respect.

The importance of Research work, on which Colonel Entrican lays stress, can hardly be overestimated. The Bacteriological Laboratory attached to the Pasteur Institute only came into existence after the beginning of the war, and both this and the Rangoon General Hospital have suffered severely from lack of an adequate staff for nearly the whole of the last six years. Now that most of the medical officers who proceeded on military duty have returned or may, it is reasonable to anticipate, return soon, and new recruits to the higher branches of the service should be once more obtainable, it is legitimate to hope that progress in research may be actively resumed, with valuable results to the health and welfare of the community. The steady increase in the number of patients treated for rabies at the Pasteur Institute shows how necessary it was, and as the nature of the treatment becomes more widely known, prejudice against it among the ignorant classes will gradually break down.

MISCELLANEOUS.

Beggary in the Bombay Presidency.

COMMITTEE'S REPORT.

REMEDIAL MEASURES.

Remedies—punitive, preventive, curative.—On a careful consideration of the statistics collected through official and unofficial agencies we have come to the conclusion that the measures necessary for helping beggars to become useful members of society and for suppressing the nuisance of professional beggary would be threefold.

(i) Punitive, (ii) Preventive and (iii) Curative.

Amendment of the Bombay District Police Act.—As to the first kind of remedy we have found that the existing law as embodied in the Bombay City Police Act, 1902, and the Bombay District Police Act, 1890, does not afford adequate power to the police and the magistracy. The foremost defect in the existing law is that it does not provide for recognition of suitable homes, infirmaries or orphanages to which convicted beggars can be sent under the orders of Magistrates. The defects of the muffasal police law have been pointed out in Chapter II. After careful consideration we are of opinion that it is necessary that there should be one special enactment applicable to the whole presidency for dealing with professional beggars. The special enactment should provide :

(i) That begging not only in a public street but also in a public place including Railway Stations and Trains is penal ;

(ii) That imprisonment for a term not exceeding one month should be alternative form of punishment ;

(iii) That the offence of causing children to beg or allowing them to be in any street or premises for begging should be made penal ; and

(iv) That begging whether importunate or not should be regarded as an offence.

Begging in a public street or place to be made a cognizable offence.—We are also of opinion that irrespective of the special enactment the offence of begging in public streets and places should be made a cognizable offence, *i.e.*, such that the police can arrest the accused without a warrant. The present mode of taking the accused to a Magistrate involves an irregular form of police control. If the police take down the names and apply for summons for a formal complaint the beggars having not fixed homes are likely to go out of the clutches of law by non-service of process. The offence will, no doubt, be bailable, although cognizable, so that no undue hardship can occur to a religious or other mendicant arrested for begging in a public street or place.

Treatment of first offenders.—We consider it desirable that on first conviction an able-bodied beggar should be warned and given an opportunity to seek honest work. If he is not a native of the particular locality where he is tried, he should be called upon to return to his native place. If he refuses

or fails to do so, he may be committed for detention to a recognized workhouse or settlement of the type described in Chapter II.

Treatment of habitual offenders.—If this humane treatment on first conviction is abused, and if the offender is again found loitering about in public streets or places for begging, the Magistrate should have the power to order imprisonment as substantive punishment either in jail or preferably, in a penal settlement, and to compel the habitual offender to notify his residence and change of residence for a period not exceeding two years from the termination of his substantive period of punishment. This restriction over his movements will protect the public from the pest of professional begging and also enable the Police to put a check on his criminal propensities.

Curative and reformative measures with regard to the infirm and minors.—In addition to the punitive measures regarding the able-bodied beggars either on the first or subsequent convictions, and in addition to preventive measures with reference to habitual offenders against infesting public streets on release, we think that Government should provide for curative and reformative measures in connection with the infirm and minors brought before a Magistrate. Just as a Magistrate has power to pass a reception order with reference to a lunatic or a leper under Indian Lunacy Act or the Lepers Act, so he should have the power to send a professional beggar who is an infirm or a minor, to a recognized infirmary or an orphanage as the case may be.

Recognition of certain infirmaries and orphanages for reception orders.—There are in Gujarat institutions, such as the Lady Willingdon Infirmary at Surat, the Hindu Mahajan Anathashram at Surat, the Hindu Anathashram at Broach, the Hindu Anathashram at Nadiad, and the Rao Saheb Mahipatram Rupram Anathashram and Orphanage at Ahmedabad, which are fit for recognition for reception orders of Magistrates. (*Vide* Appendix No. 8). There are similar institutions in other parts of the Presidency, and if Government accept our recommendation for a special enactment, a Central Board constituted under the Act, of officials and non-officials, as suggested by us below, will be in a position to advise which institutions are fit to be put on the list of recognized infirmaries or orphanages.

Special legislation for the protection of children recommended.—As regards children, our committee have carefully considered the proposals embodied in the letter, dated the 25th February 1918, from the Society for the protection of children in Western India to the Government of Bombay and have come to the conclusion that legislation should be undertaken at an early date on the lines indicated therein. This enactment will be supplementary, to the enactment for the suppression of professional beggary, and minors found begging in public streets and places will be dealt with separately under the proposed Act for the protection of children.

Formation of a Central Board for the guidance of local officers and local authorities.—No legal measure would be complete unless the machinery for working the enactment is provided with an efficient administrative personnel and with a sound financial basis. We are fully aware of the dangers of over-centralization in matters of local administration, but we are at the same time of opinion that, in the commencement, at any rate, the experiment of preventing professional beggary should not be left in the hands of local officers or local authorities without the guidance and co-operation of practical administrators of wider experience. We would suggest, therefore, the constitution of a Central Board consisting of officials and non-officials to lay down a

general policy and to control the operations of local officers and local authorities entrusted with the administration of the new law. Eventually we think the work should devolve on Municipalities and Local Boards exclusively.

Special enumeration of beggars to be provided for at the ensuing census.—In order to obtain a reliable basis for the working of the new Act from an administrative point of view, it is desirable that, at the ensuing decennial census which will be taken in 1921, special forms of enumeration should be introduced in order to ascertain the actual number of professional beggars under the three main categories both for districts and large towns. The lumping of the figures of beggar population with those of prostitutes, procurers, cattle poisoners, etc., as in the last census report, baffles all attempts at estimating the extent of the evil of professional beggary and the cost of remedial measures and is likely to create an exaggerated notion of the difficulties of dealing with this question.

Ways and means.—We now turn to the ways and means for preventing professional beggary. It appears from the perusal of the proceedings of the local Legislative Council which led to the constitution of our Committee that Government were not sanguine as to the results of the enquiry partly on account of the problem having been associated with religious mendicancy and partly on account of financial difficulties. As the Census figures, for the reasons already explained, did not furnish reliable data about professional beggars, the debate on the question of finance was more or less of an academical nature. We have, however, obtained certain statistics from District Officers which, though they cannot be regarded as perfectly accurate, can safely be treated as making the nearest approach to accuracy for practical purposes. The subjoined table gives an idea of the extent of beggar population in the Presidency excluding Native States and the Settlement of Aden.

Area	Population	Population of beggars		Total
		Adults	Juveniles	
Bombay City	9,79,445	4,000	1,000	5,000
20 districts	1,51,08,446	30,865	14,020	44,885 (Approximate).
	1,60,87,891	34,865	15,020	49,885
Add 6 districts which have not given the statistics ...	35,38,586			10,972
	1,96,26,477			60,857

It appears that the ratio of juvenile beggars to adults works out at 30 per cent to 70 per cent. If the number of infirm beggars of, say, 5,000 is added to 15,000 juvenile beggars, we may assume that the proportion of the infirm and minors on the one hand and the able-bodied on the other is 1 to 2 *viz.*, about 20,000 to 40,000. Thus if able-bodied beggars are brought under control and sent to work-houses or settlements, the number of the infirm and

minors to be maintained dwindle down to 20,000. In a well-organized Hindu Anathashram at Nadiad the cost of maintaining one pauper comes to Rs. 7 per mensem or Rs. 84 per annum. According to the jail statistics relied on by official members in the debate in the local Legislative Council, the cost comes to about Rs. 100 per head per annum (*vide* page 208 of the Bombay Government Gazette, dated 1st February 1918, Part V). Taking jail statistics as the basis, the total cost of maintaining the infirm and minors will be about 20 lakhs per annum on the supposition that all are to be maintained from public funds, in infirmaries and children's homes. Allowances may, however, be made for two factors, *viz.*, (1) that the actuals of the cost of maintaining the jail population are considerably higher than those of existing homes for the class of people under consideration and (2) that large number of private orphanages, etc., are willing to give shelter to most of these people.

Policy of dividing the cost half to half between provincial and local revenues.—As regards the allocation of the cost, we are of opinion that the burden should not fall wholly on provincial revenue. The policy that the State should bear half the cost in matters, such as primary education, may be followed in this case and Municipalities and Local Boards may be required to bear half the burden from municipal and local revenues. This will involve some consequential amendments in the Bombay City Municipal Act, the Bombay District Municipal Act and the Bombay Local Boards Act.

Similarly, the cost of maintaining work-houses and settlements for able-bodied beggars should be borne half by Government and half by local bodies. According to the statistics gathered and discussed in Chapter II of this report the cost of maintaining a Settlement varies from Rs. 6-9-0 at Sholapur to Rs. 13-8-0 at Bijapur per head per annum, while the non-recurring or initial expenditure comes to Rs. 4-5-0 per head per annum. In the event of Government deciding in favour of legislation we recommend the establishment of work-houses or settlements on the basis of the Criminal Tribes Settlements for able-bodied beggars. It would be possible to have at least one such Beggar Settlement at Coorla in the Thana District where Messrs. Tata and Sons and Company, the Agents of the Swadeshi Mills, have expressed their willingness to employ the inmates of the settlement. We are of opinion that if, in the beginning, a capable officer like Mr. Starte, I.C.S., Criminal Tribes Settlement Officer, is appointed by Government to organize and supervise a Beggar Settlement, he would make it as successful as the existing Criminal Tribes Settlements under him. The cost per head would be very nearly the same as of the Criminal Tribes Settlements, although there are special features.

Conclusions.

Outline of the special enactment for prevention of professional beggary :— To give effect to the foregoing proposals, we commend for the consideration of Government the introduction of the Bill for the prevention of professional beggary at the earliest opportunity, the outline of which may be laid down as under :—

1. The Act should, in our opinion, be made applicable to whole Presidency. If it is applied to a portion or portions only of the Presidency, the mischief will be accentuated in other parts and the objects of the proposed measures will be frustrated.

2. The Act should provide for the following :—

(i) Begging in a public street or place should be made a cognizable offence.

(ii) Magistrates in the Presidency Town and Magistrates not below the rank of Second Class Magistrates in the mofussil should be empowered to commit for detention an able-bodied beggar to a recognized work-house or settlement, an infirm beggar to a recognized infirmary, and a child beggar to a recognized house for children.

(iii) In areas where village Panchayats may be established the power of passing the reception orders may be vested in these bodies.

(iv) The Magistrates should be empowered to give the option to an able-bodied beggar on first conviction not belonging to the locality where he is tried to return to his native place and in the event of his refusal to do so, to commit him for detention to a recognized work-house or settlement. Similarly in the case of a decrepit beggar the Magistrate should have power to deport him on first conviction to his native place ; otherwise he should be sent to a local infirmary.

(v) The term ' professional beggar' should be so defined as to include any person begging in a public street or public place (including railway premises, etc.). Any beggar found begging in public streets or places posing as a Sadhu or Fakir shall be treated as non-Sadu or non-Fakir unless he proves to the contrary before the Magistrate that he is justified in begging in public streets and places according to his canons of his sect or denomination. In other respects, Sadhus and Fakirs are not to be interfered with ;

(vi) In the case of habitual offenders the Magistrate should have power to order the convicts on their release from jail or penal settlement to notify their place of residence or change of residence for a period not exceeding two years.

(vii) Power should be taken of recognizing and utilizing Sadavarts and other charitable institutions for admission of beggars with the consent of their managers.

(viii) The cost of work-houses, settlements and infirmaries should be borne equally by Government and local authorities.

(ix) There should be in the initial stage a Central Board consisting of officials and non-officials for the smooth working of the special enactment through local officers and local authorities.

Consequential amendments in other Acts :—In pursuance of the general policy enunciated above there should be consequential amendments in the Bombay City and District Police Acts. The Bombay City Municipal Act and the Bombay Local Boards Act should also be amended so as to legalize expenditure on the maintenance of professional beggars in infirmaries, etc., and on the upkeep of work-houses and settlements to the extent specified above so far as the beggars of their areas are concerned, and to enable them to levy a rate for such purpose, if necessary.

Special enactment for protection of children.—As regards child beggars, special legislation should be undertaken on the lines suggested by the

Society for the protection of Children in Western India in their letter to Government, dated 28th February 1918.

Allocation of cost to other Provinces and Native States with regard to infirms.—In the event of large number of decrepit beggars not belonging to the Presidency being sent to a local infirmary, Government should arrange for the allocation of cost with the authorities of the province to which such decrepit beggars belong. With regard to beggars belonging to Native States the same principle as to allocation of cost may be followed in consultation with the respective Darbars through their accredited Political Agents.

Suggestion to make the provisions of the Lepers Act more stringent.—To prevent leper beggars from begging in streets and public places the provisions of the Lepers Act should be made more stringent or any other measure which Government may consider necessary with a view to stopping this nuisance and danger to public health should be adopted.

Enumeration of beggars to be provided for at the ensuing census.—Arrangements may be made for collecting at the next Census separate statistics regarding beggars under certain classes to be prescribed by the Local Government.

Suggestion to devise a method of co-ordinating private charities.—Lastly we invite the attention of Government to the large amount spent by Sadavarts in this presidency in supporting beggars. There are at least in 20 districts (including Bombay) 349 Sadavarts, etc. (charitable institutions), which shelter and maintain 4,035 residential paupers and feed 1,209,290 outdoor paupers at a cost of Rs. 3,95,803 per year. The statistics are not exhaustive but they give an idea that the springs of charity are not dried up in this country, and we feel confident that Government will see their way to devise a method enlisting the co-operation and assistance of such Sadavarts in the matter of preventing professional beggary.

POLICE.

Suppression of immoral traffic in Burma.

GOVERNMENT ORDER.

The question of the measures, which ought to be taken to deal with the evils of organized vice in Rangoon, has long occupied the attention of Government. In 1916 the Local Government deputed Mr. E. C. S. Shuttleworth, C.I.E., who was at that time a Superintendent of Police in Rangoon, to visit Calcutta, Madras, Bombay and Colombo, to study on the spot the manner in which the local police had dealt and were dealing with brothels and prostitutes in those cities, and the results achieved. In July 1917 the Lieutenant-Governor (Sir Harcourt Butfer) appointed a Committee to consider the whole question in the light of Mr. Shuttleworth's Report.

In November 1917 the Committee submitted their report which was signed by all the members except Dr. G. R. T. Ross, who wrote a minute of dissent. The recommendations of the Committee were briefly as follows :—

(1) The abolition of prostitution in Rangoon is impossible, and measures of efficient restriction are all that can be aimed at.

(2) Foreign and European prostitution in Rangoon should be totally abolished.

(3) No brothels should be allowed to exist, or any prostitute permitted to live in any named street within the Municipality and Cantonment of Rangoon, or within any of the numbered streets between Judah Ezekiel Street and Thompson Street.

(4) The Commissioner of Police should be given power to abolish brothels and suppress brothel-keepers, and the Rangoon Town Police Act should be amended so as to provide a drastic punishment for pimps, and the deportation of such persons as are not Natives of India.

Dr. Ross in his minute of dissent took strong exception to the proposal to make the power of arrest discretionary, and also to the re-introduction of the segregation system.

After careful consideration of the Committee's Report, Sir Reginald Craddock found himself in agreement with Dr. Ross as to the undesirability of re-introducing the so-called segregation system. That the re-introduction of that system was opposed to the feeling and convictions of the general public, was shown by the memorials which were received by the Local Government in 1919 from clergymen, missionaries, teachers in schools and colleges, heads of firms, assistants and clerks in firms, members of the Burmese Women's Union and of the Medical Practitioners Association and wives of European officers, civil and military, and of non-officials. The memorialists—Europeans, Burmans, Karens, Indians and Chinese alike—were at one in considering that brothel-keeping as such ought to be suppressed by law.

The so-called segregation system had been in force in Rangoon for very many years and had proved a complete failure. It had not operated to keep

any portion of the town clear of brothels or of prostitutes ; on the other hand, it had operated to make certain quarters regular brothel-quarters, it had advertised vice, and offered a semi-public temptation to the young and to the weakly vicious ; and it had led to a flaunting of temptation and a complete absence of regard for public decency in the segregated area, which was a scandal and a reproach to Rangoon. The experience of other countries, and the opinions of all recognized authorities, who have written on the subject of prostitution, go to show that the segregation system has always and everywhere failed to achieve the objects which it is supposed to effect. The supporters of the segregation system have never claimed for it that it was anything more than a palliative, and experience has shown that as a palliative it was singularly unsuccessful.

The conclusion at which the Lieutenant-Governor arrived was, that the problem is one which could only be solved by radical treatment. It is not a question of abolishing prostitution, but of suppressing those persons who make their living out of commercialised vice, and out of the seduction or the forcing of women into a life of shame and degradation. The core of the problem is the brothel, which provides the demand, to which the hideous traffic in women, which has its tentacles in every part of the world, provides the supply. The brothel has, as its necessary concomitant, the procurer, and the procurer cannot thrive without the brothel. It is not only in Europe that the profession of the brothel-keeper, and the practices of the procurer and the *souteneur* have been made illegal ; similar legislation has been introduced and enforced with success in Ceylon. Similar legislation is advocated by instructed public opinion in Burma, and its enactment will help to create a healthy public opinion against the evils, which it is desired to suppress, in circles, which have hitherto tolerated their existence with equanimity.

A Bill giving effect to these views has been drafted and forwarded to the Government of India for their approval, and for sanction to its introduction in the Burma Legislative Council. That approval and sanction have not yet been received, but the Government of India have given permission for the Bill to be published at once, in order that the general public may have sufficient time, in which to consider its provisions, and to formulate any suggestions or criticisms, before it is introduced into Council, when the approval and sanction sought for are received. Any suggestions and criticisms, which may be received, can then be placed before the Select Committee, which will consider the Bill, if leave is given to introduce it.

The main provisions of the Bill are briefly as follows : Prohibition of "soliciting" is made more comprehensive than it is at present, so as to suppress the practice of women of loose character attracting from their houses passers-by by gestures and so forth. Heavy punishment is provided for the person who lives on a prostitute's earnings, or who procures or attempts to procure a woman for purposes of prostitution, or who detains a woman in a brothel against her will, or who allows his premises to be used as a brothel. The Local Government is given power to make rules for the removal from Burma of any persons of European or foreign extraction, who commit certain offences punisnable under the Bill. It is proposed that the Act should extend in first instance to Rangoon Town only, but power is given to extend it to other areas, as it is believed that evils similar to those described above flourish in other large towns in the Province.

PART IV.—Miscellaneous.

THE MYSORE FOREST CONFERENCE.

Third Session—29th November 1920.

MR. M. G. RAMA RAO'S ADDRESS.

In my first address at the opening of the conference in 1917, I had the privilege of tracing the growth of the Forest Department and its activities in Mysore from its very small beginnings in 1858 to its recent and varied developments, which have secured to it the conspicuous place it now holds among the administrative units of the State. Though much has been accomplished already, more remains yet to be done to keep abreast of the times. In the present day activities of the world, Forestry is looming large and is bound to play a very important roll. It behoves us therefore to fully conserve and utilize to the best advantage the forest resources of the State.

The area of forest so far reserved has not yet reached the minimum desirable for the requirements of the population of the State. The extent of State Forests stands at 3,284 square miles and another 400 square miles have been proposed for reservation. This represents only a little more than a tenth of the area of the State. Calculating at half an acre of forest land per head of population, the minimum requirements of the State would be barely covered by bringing at least 5,000 square miles, or in other words, 17 per cent of the total area of the State under systematic management.

Apart from considerations of the requirements of the people, forests are indispensable to civilization and public welfare; their indirect utility in protecting the sources of streams, moderating floods and tempering the climate, cannot be estimated. When matters stand thus, it is rather unfortunate that the efforts of the Department to bring the reservation to the minimum level required, are not viewed with favour by the people, because the work is not naturally to their taste, interfering as it does with the unfettered acts they are now indulging in. The long standing and persistent allegation against the Department is that the reservation work here is being proceeded with on rather progressive lines, unmindful of the interests of others. This is, however, not the case. "The peasant wants," in the words of Sir M. Visveswaraya, "nothing less than a free license to hack and hew to his heart's content and so remove without let or hindrance, whatever forest produce he can lay his hands on." Any attempt therefore to wean him from his questionable ways and to instil a disciplined exercise of his legitimate rights and privileges in the forests, would naturally be resented and looked upon by him as an unnecessary interference with what he considers to be his birth-right. Alive as he is, only to his present interest, this attitude, though natural to him, should in no way deter us from our work of assuring his present legitimate wants, while guaranteeing at the same time the requirements of posterity. There is, therefore, a further need for reservation and there is also plenty of scope for the expansion of the State Forest

area, even after making necessary provision for meeting the legitimate wants of the ryots. The Department has always been considerate in the matter of reservation, and if the decisions of the Forest Settlement Officers who, by the way, are Revenue Officers in whom the ryots have confidence, are considered to be operating harshly in any particular case, the Department would be only too glad to see that the grievance is redressed. To set such complaints at rest once for all, it would be worth while to appoint a committee of Forest and Revenue Officers including some non-official members, if necessary, to go into the question with a view to affording relief in deserving cases. As regards future reservation, what seems to me to be most urgent is, for the Government to lay down a clear-cut policy, issuing definite instructions for the guidance of the Settlement Officers to secure such decisions as could not be assailed at later on.

Management of District and Village Forests.

In addition to the expansion of the area under State Forests, it is obviously necessary to conserve and improve the growth in the non-reserved areas as well, for the benefit of the villagers living close to such areas. These areas are being subjected to a sort of control under the District Forest Rules; but the management vests in the Deputy Commissioner, except for such technical advice as the Conservator of Forests may issue. These forests are generally rich in sandal and it may be estimated that nearly 75 per cent of the annual output of sandal is from these areas.

From a review of the forest policy of the past half century, it is seen that the existing arrangement for the management of the District Forests is, at best, only a make shift. A rational view of forest conservancy indicates that this arrangement cannot and ought not to be continued any longer. The restrictions imposed under the District Forest rules mostly pertain to the utilization of produce and the few clauses referring to protection and improvement of the growing stock are not practically applicable. Consequently, these forests are steadily deteriorating from every point of view.

The best method that can be applied consistent with a progressive and economic Forest Policy is to abolish the District Forests altogether and convert them either into State Forests or Village Forests. This is the policy usually pursued in progressive countries like France and Switzerland. This policy will safeguard the interests of all concerned and the well-being of the forests as well. The system of dual control over District Forests which has been declared to be very unsatisfactory ought to be done away with altogether, the valuable areas now coming under this class being brought under approved methods of conservation, protection and improvement. The areas transferred to the class of Village Forests should be worked on simple cultural rules in the interests of the villagers and communities to whom such forests are assigned.

I now pass on to the industrial activities of the Department. Since 1914, an appreciable amount of work has been turned out in this direction. The possibilities of starting paper pulp, match and pencil industries have been fully investigated. The results are favourable and it is under the consideration of Government to give a start to the paper pulp manufacture before long. The Kadur and Shimoga Districts could supply bamboos enough to get 25,000 tons of pulp per annum. Besides, certain kinds of grasses suitable for paper pulp are also available in abundance in parts of the Mysore District,

the estimated quantity being as large as 45,000 tons. Several woods which were not considered good timber were got tested with a view to ascertaining their suitability for match and pencil industries. So far, 38 kinds have been pronounced suitable for matches and 14 for pencils. The quantities available annually are estimated at 65,000 cubic feet and 20,000 cubic feet respectively and are said to be sufficient to feed factories turning out 700 gross match boxes and 300 gross pencils per day. The exploration of our Ghat Forests has also given very satisfactory results in that they are found to contain a large number of species that could afford raw material for various timber using industries, but their popularization is very much retarded by the absence of transport facilities. This question is engaging our attention. The Government have sanctioned recently the appointment of a Forest Engineer, but the post has not been filled up yet for want of a suitable officer. Propagation of lac is another industry for which our forests afford facilities. A Ranger has been deputed to Maihar and to other centres of lac industry to acquaint himself thoroughly with the scientific as well as the practical aspects of lac cultivation and shellac manufacture.

The minor forest products, such as wood oils and tanned stuffs are being sent to the Indian Institute of Science for analysis. Wood oils from Yennemara and Dhuma trees have been analysed and the results published in two Bulletins of the Institute.

The investigation of essential oil yielding plants has resulted in the establishment of a private enterprise controlled by the Mysore Development Syndicate. A great many more essential oil yielding plants are being examined and investigation may yield valuable results. The canes locally available have, after testing, been pronounced suitable for certain rattan industries and their profitable utilization has been receiving attention.

The Sandal Valuation Survey which was started in 1918 is going on in the Districts of Shimoga and Mysore. With the establishment now at it, it will be some years before the operation can be brought to completion and working plans drawn up and given effect to.

The exploitation of sandal so far, has been restricted to dead and dying trees and this, it may be stated, is the only possible rational method in the absence of definite data relating to the Sylvicultural and other requirements of the species. Spike is causing a considerable amount of damage. Its etiology is under investigation by our own and other officers. It is hoped that their endeavours will bear fruit at no distant date.

The question of fuel supply has, of late, come to the forefront. The people look up to the Forest Department for its solution, and a few among them even accuse the Department of dereliction of duty in the matter. Strange, as it may seem, they expect the Department to be ready to supply fuel wherever it is wanted at the rates to be fixed by them. The Department has, of necessity, to confine its exploitation of timber, fuel, etc., to defined areas, allotted for the year's working as per sanctioned or provisional working plans. It places the annual yield on the nearest markets, the cost of transport varying according to the lead from the area of exploitation to the Sale Depot. Such being the case, the Department will always be able to make the material available for purchase wherever it is in demand and thus to solve the difficulty so far as its dearth in particular places is concerned, but the question of the price is one which is determined by factors over which the Department has no control. It is not unfair

to expect the public to pay back to the Department the actual charges incurred by it. As the nearer tracts have practically all been worked out and the supply is now being drawn from remoter areas, the cost of transport is necessarily high, not to speak of the abnormal rise in wages due to economic causes. The problem could therefore be satisfactorily tackled, if the people are made to realize the necessity of conserving the Private Forests of raising plantations and of a more considerate handling of the District Forests. On its part, the Forest Department would be more than pleased to lend its best co-operation in such measures. So far as State Reserves are concerned, firewood can be had in plenty, but the regulation of its distribution to different centres of consumption at reasonable rates is only possible with a proper extension of transport facilities.

In spite of difficulties, the Department has been supplying fuel to the Bangalore City and also to the Sandal Oil Factory at Mysore in order to set free the private sources of supply for the sole benefit of the citizens. It has further undertaken the heavy and responsible task of supplying 72,000 tons of fuel per annum to the Mysore Iron Works. In this connection, the quandom Division of Shimoga and Kadur have been bifurcated, the Head-quarters of the newly constituted Divisions being located at Tarikere and Benkipur. The work of collecting fuel has already been started and made good progress also. It is intended to collect and have ready one year's stock in advance. The area of the forests ear-marked for this supply is about 340 square miles and it lies mostly on the right bank of the Tunga River. Working Plans have been drawn up for the whole of this region and the yield has been calculated on approved Sylvicultural principles.

The Mysore Forest School has already trained two batches of successful students, 48 in number. Two more batches of 47 men are under training now. With the passing out of these, the immediate requirements of the Department will be met and the untrained men now holding temporary charge of Ranges will be replaced. Our need for trained officers will be of a recurring nature in order to provide for retirements, casualties, special duties, etc., and our past experience has shown that, however small our requirements annually may be, it is not possible to secure the required number of seats in outside training institutions. Our School has to be placed on a permanent basis with provision to train a small batch of students every second year.

The question of providing accommodation for the Forest Offices stationed at Bangalore calls for solution. For locating the Conservator's Office, accommodation has, no doubt, been promised in the New Public Offices, but the best arrangement would be to have a separate building constructed to suit the special requirements of the Department and to accommodate along with the Conservator's Office the subordinate offices, etc., *viz.*, the Forest Economist's Office,—Herbarium and Museum,—the District Forest Office, Bangalore ; the Working Plan Offices, three in number ; the Forest Survey Office and the Research Laboratories.

This arrangement would, doubtless, tend to greater co-operation and more effective supervision, resulting in improved efficiency.

Before concluding, it would not be out of place to give a brief survey of the progress made by the Department in its various spheres of activity since the inauguration of the Association in the latter part of 1914.

The average revenue for 6 years ending 1914, stood at 24¼ lakhs,

while the figure has reached 39 lakhs nearly, for the 6 years ending 1919-20. The net surplus has risen from 17 lakhs nearly to 29 lakhs for the corresponding periods. Coming now to the various Departmental works, it is gratifying to note that every important item shows a marked increase. The area of State Forests has increased by 19½ per cent during the 6 years since the formation of the Association. Roads and bridle paths show an increase of 59 and 29 per cent respectively. The number of Inspection Lodges and residential quarters has risen by more than 30 per cent. The outlay on works of regeneration has increased by 63 per cent while the area under fire protection shows a rise of 18½ per cent. The important work of providing working plans for State Forests has received prominent attention as will be seen from figures which show an increase of 208 per cent. Forest establishments of every class underwent during the period under review thorough revisions. The territorial jurisdiction of Division and Range charges was suitably curtailed with a view to secure intensive work and supervision. A Sandal Valuation Survey was started and three specialists were added to the cadre of the Forest Department. Of these, the Forest Economist has already entered upon his duties and with the appointment of the Chemist and the Engineer, the Research Staff will be made up, though on a modest scale, and Research work on scientific lines taken in hand.

PROGRESS UNDER WORKS.

	In 1913-14.	In 1919-20.	Increase	Percentage of increase.
1. Area of State Forests in square miles...	2,750	3,284	534	19·4
2. Length of permanent roads in miles—				
Regular ...	243	387	144	59·2
Bridle paths ...	48	62	14	29·1
3. Inspection Lodges	64	84	20	31·2
4. Residential Quarters	64	88	24	37.5
5. Office Buildings	11	17	6	54·0
6. Wells	32	61	29	90·0
7. Demarcation lines cut in miles ...	4,051	4,851	800	20·0
8. Expenditure on Planting and Sowing...	22,800	37,300	14,500	63·0
9. Area under fire protection in square miles	2,380	2,820	440	18·5
10. Expenditure on fire protection ...	34,100	39,400	5,300	15·6
11. Area under regular Working Plans in square miles	378	1,163	765	208
12. Divisional charges	8	12		50·0
13. Range charges	41	71	47.4	300

During the six years from 1914 to 1920, under review, forest establishments of every class underwent revision, the territorial jurisdiction of divisions, and ranges being curtailed with a view to exercise effective supervision and carry out intensive operations. The difficulty of getting trained men for range charges was solved by the starting of a school locally with the result that, with the batch of students coming out at the end of 1921, all the ranges will have been completely manned by trained men, a condition which would never have been attained with the limited number of seats the Department was able to procure in the Forest Colleges in British India. To place the exploitation of Sandal on a scientific basis, a valuation survey has been proceeding to collect data for the preparation of suitable working plans. Attention has also been paid to the commercial industries and development of forest resources. The Ghat Forests have been explored and the possibilities of paper pulp manufacture examined. The Department is given an important roll to play in the Iron Scheme. Three specialists have been added to the cadre of Forest Officers for developing communications and for organizing and conducting research work. Of these, the Forest Economist has already entered upon his duties, and with the appointment of the Chemist and the Forest Engineer, the progress, it is hoped, will be more rapid than hitherto.

Dewan's Speech.

You have truly stated that forests are indispensable for public welfare. Their importance in this direction was never more universally recognized than now, for countries, such as the United Kingdom, where the forests have long disappeared and Canada where the forest wealth has as yet been hardly touched, have felt the need for a careful review of the position. As a result of the deliberations of the recent Imperial Forestry Conference in London in June last the Government has adopted a policy of afforestation at an estimated expenditure of 15 million pounds (sterling) although it is recognized that the main timber harvest cannot be gathered for the next half a century. In a recent issue of the Times Trade Supplement some indication was given of the Forest Wealth of Canada. The annual value of the wood pulp and paper made from timber in that country is estimated at 150 million dollars, *i.e.*, over 5¼ crores of rupees, and the forests are reported to contain sufficient wood to satisfy the needs of the industry at the present rate of production for the next 50 to 75 years. In spite of this vast wealth of raw material, the writer says: "There is a general stock taking of the Forestry situation both in Canada and the United States, and it is realized that it has not been begun too soon, especially in view of the enormously increased demand upon Canadian resources." Coming nearer home, you are aware that Indian timber was particularly well represented in the recent Timber Exhibition held in England coincident with the Imperial Forestry Conference and the Government of India have decided to adopt a progressive policy in regard to Forest Administration and the best means of the commercial utilization of their immense forest resources has been engaging their attention for the past few years.

The Government of His Highness the Maharaja have also been fully alive to the situation and have recently provided all the facilities necessary to enable their Forest Department to make a general and steady advance in a more complete utilization of our large forest resources.

I note you refer in your opening address to the inadequate extent of our forest area to satisfy the needs of our population calculated on the basis of half an acre per head. There is of course the obvious rejoinder to any such conclusion based on *a priori* considerations of the requirements of the people, and the annual yield of the forest. You will, however, recognize that the reservations of forest area have been pushed on rather vigorously within recent years and the extent of the State Forest in Mysore does not at present compare so unfavourably as it did some years ago, with the extent reserved in the neighbouring British Provinces. Further, you admit in your address that the complaints of the affected population due to defects in the existing settlements require the appointment of a special committee. I should therefore suggest that, although it may be desirable to increase the area of our forests in the coming years, it is advisable that the policy of progressive extension is carried out with less speed in order that the areas already reserved may receive careful attention and the complaints rising from previous settlements be fully inquired into and redressed wherever possible.

Before proceeding further, I would emphasize the importance of classifying the forests in Mysore in accordance with the principles recommended for adoption in British India without further delay. It is absolutely necessary for us to have a definite knowledge of the forests which have to be preserved on climatic and physical grounds quite apart from the crop of timber they may yield, as against those which are maintained chiefly for their supply of valuable timbers and which may therefore be worked on quasi-commercial lines. Again, we should require to know which are the "minor forests" in our State the produce of which, *viz.*, inferior timber and the like are mainly utilized for local consumption and what may be considered as "pasture forests" administered by the department as a matter of convenience. It is of course true that these classes of forests are not sharply divided and a tract may be managed with more than one object. But it is hardly necessary for me to labour the advantage of having clear ideas of the nature of each particular forest in deciding on the methods of management that should be adopted in regard to it.

I fully share your views in regard to the defective management of the District Forests and the necessity of placing their administration on a more satisfactory footing. My own personal experience fully confirms the view that the District Forests cannot be made sufficiently productive to yield the timber and grazing required for local consumption unless they are placed under the control of a trained staff and unless some restrictions are imposed upon the free access by the public to portions under regeneration or under recovery from over-grazing. I am afraid the suggestion thrown out in the address as a remedy will not by itself solve the question. The conversion of District Forests into Village Forests as is done now will not mean anything more than a mere change of nomenclature. The recent creation of a number of village forests has not improved matters much. And I notice that our experience in regard to these is by no means peculiar to us. In some parts of the Madras Presidency it was observed that the village panchayets sought to get as much out of their forests as possible so that during an inspection it was observed that the reserves looked much worse than the surrounding unreserved areas. It is not to be expected that the untrained village panchayet have either a sufficient knowledge of the rules of conservation or sufficient self-restraint, even if they have the knowledge to put them into practice. It seems to me that the Forest Department can be of great help in

this direction. They may publish small pamphlets in Kannada on the lines adopted by the Publicity Bureaux in British Provinces indicating the importance of Forest conservation, and the ways by which village forests can be best managed. Such a course would not only help the public to understand the great importance of protecting and conserving forest growth but would make the ryot much more of a friend to the Department than he is at present. A more sympathetic co-operation between the Forest and the Revenue Departments will go a long way to achieve success in this matter. The recent decision of Government to appoint a committee on which both Revenue and Forest Officers will be represented will, I hope, well thresh out the question of the best methods of working the District Forests which must sooner or later be converted into Village Forests.

I hope that some of our Forest Officers will take up the ever vexatious question of cattle grazing in the State and District Forests. This has been a source of serious misunderstanding and constant friction between our ryots and the Department. I should like to see this conference take up the study of the various systems, if any, in vogue in other countries and place their well-considered proposals before Government.

Another important subject that should engage the urgent attention of the Department is the preparation of working plans for the forests still unprovided with them. It is perhaps not so generally known as it ought to be that as against an average of 55·06 per cent of the State Forests worked according to sanctioned working plans in British India, only 35·4 per cent of the total forest area of Mysore is worked on approved lines. The Government have recently sanctioned the appointment of a third Working Plan Officer and I hope the Department will soon make up the lost time.

I read in the last annual report of the department that the valuation survey of sandal trees sanctioned by Government in 1918 disclosed the fact that the methods of exploitation previously adopted for sandal were very safe. I should however advise that as more than one thousand square miles of sandal area have been traversed and a million trees counted by the survey parties it is time that the old haphazard methods should cease and working plans for the areas already inspected should be prepared at once.

I should like to express my appreciation of the arduous investigations carried on by the officers of the department for the establishment of Forest Industries. They have proved that abundant raw material exist for the establishment of paper pulp, match and pencil factories. But unfortunately there are other considerations which require further investigation before these industries can be made commercially possible. In regard to paper pulp, for example, a large quantity of wood, about 50,000 tons per annum, is required for purposes of fuel and it may be questioned whether a sufficient supply at reasonable prices will be forthcoming from our forests in addition to the large quantities already ear-marked, for the Iron Works. I mention this point so that it might be further investigated by the Department. The match industry in India has not yet been quite the success it was expected to be, though the industry has been in existence for some time. I am very glad to note that the development of lac is mentioned as being under active consideration. It may not be generally known that the forest product of the largest aggregate value that is exported out of India is lac, the total value of the exports in it being about 3 crores of rupees, *i.e.*, more than four times that of timber including teak.

India enjoys practically a monopoly in lac and Mysore Forests have produced lac from a long time. Col. Campbell Walker, one of your predecessors in office, considered, as you well know, that the industry would be highly remunerative if properly organized and controlled. I should suggest that a higher officer than a Ranger should be deputed to study the methods of lac propagation in other parts of India and I can promise the favourable consideration of Government to any proposals on this subject that may be submitted by the Department.

You are aware of the large profits made by the Departmant in British India through the British Pine-resin Industry. You have probably heard that the commercial utilization of the resin, oil and gum available from the well-known 'guggala' (*Boswellia serrata*) tree will soon be taken up in the Bombay Presidency. As I understand this tree is available in our forests also, I would invite the attention of the Department to investigate its local possibilities.

I should here state that some of the sources from which the Forest Department had hitherto obtained its revenue threaten to depreciate in value in future and it is therefore necessary that other sources should be tapped, if it is even to maintain the revenue at its present standard. The Thangadi bark within recent years yielded handsome revenue to the department but during the last year, owing to the competition of other tanning materials, among other causes, the market for the bark considerably contracted, with the result that there was a heavy fall of revenue under that head. It is doubtful whether in the future this bark will ever regain its former importance. The trend of events seems to indicate that the Forest Department will have to look for rapid development of their revenue in the future to the industrial utilization of their products rather than confine their activities to merely disposing of them as raw material. The installation of your Saw mill, for example, has made it possible for you to obtain a revenue from the conversion of inferior jungle wood which would otherwise have been left to rot and perish in the forests. The sandal-wood revenue of the Department has been placed on its present satisfactory footing in consequence of the local distillation of the oil. Says a well-known manufacturer of essential oils of Grasse in France in a recent bulletin on this matter as follows :—"It may be said that sandal-wood is almost entirely distilled in India under the supervision of the Government of Mysore. The distillation of sandal-wood, which was of much great importance to Grasse, thus escapes us completely ; we have done business in the oil at the rate of 300 francs per kilo. The quotation has therefore risen tenfold since the outbreak of the war."

I fully sympathize with the difficulties of the Forest Department in the matter of fuel supply. As I have stated already, a satisfactory solution of this difficulty can only come from the transfer to technical control of all fuel-producing areas whether belonging to the State or the Local Bodies. It is necessary however to take some palliative measures to relieve our present troubles. The growing of casuarina on private holdings and in suitable forests may be encouraged by the Forest Department.

I am pleased to hear of the excellent work turned out in the Forest School. I note that the Department soon expects to have all its Rangers fully trained here. Time has not yet arrived to consider the question of

making the school permanent. When it does, doubtless the Government will consider the question favourably.

It is evident that the Secretary of the Forest Association has done his best to maintain the standard of its quarterly journal. The number of original articles the Secretary receives from the officers of the department is a safe index of the popularity of original work above and beyond mere routine administration. I sincerely trust that our officers will keep themselves in close touch with the latest developments in Forest policy in other parts of India, for, as I stated already, at no time has the importance of making the most of Forest resources been so fully recognized as at present. I can promise the sympathetic consideration of Government to your request for a grant for the purchase of books for the use of the Association.

PART I—Orders of Government (Mysore).

FINANCIAL.

Security Deposits.

MYSORE STATE LOAN BONDS TO BE ACCEPTED.

Government approve of the proposal to accept Mysore State Loan 6½ per cent bonds at their full face value as security deposits.

Fl. 4449—G. F. 289-19-229, dated 11th January 1921.

High Prices Allowance.

RULES AMPLIFIED.

In order to enable certain employees in the Departments of Industries, Forest and Agriculture to claim high price allowances. Government have ruled that the officials be treated as superior if their pay is Rs. 25 or more or as inferior if their pay is less than Rs. 25.

Fl. 4648—S. & A. 83-20-7, dated 21st January 1921.

State Life Insurance—Official Branch.

RESULTS OF THE FIFTH ACTURIAL VALUATION.

The Secretary, Mysore State Life Insurance Committee, submits copies of the reports of Mr. King on the official branch and requests sanction for the following resolutions of the Insurance Committee :—

(1) Declaration of a reversionary bonus addition at the rate of 1½% on the original sums assured for each full year's premium paid since 30th June 1912 in respect of all policies existing on 30th June 1918.

(2) Declaration of an interim bonus of 1% on the original sum assured for each full year's premium paid in respect of claims accruing either by death or attainment of 55 years subsequent to 30th June 1918 and before the date of next valuation.

(3) Grant of a bonus of one month's pay to the non-gazetted staff of the Insurance Office for the work rendered in connection with the valuation.

The above proposals are sanctioned, the bonus to the staff being calculated on the pay they were drawing prior to the recent re-organisation order.

Fl. 5013-62—G. F. 100-20-2, dated the 9th February 1921.

REVENUE.

Land Revenue Administration.

Annual review for 1919-20.

(i) *Season and Agriculture.*—Though the aggregate rainfall was in excess of the average, the rains were not timely and well distributed in some of the districts. The mungar rains were inadequate in portions of Kolar, Hassan and Shimoga Districts. In the Kolar District the dry crops suffered from insufficient rainfall in the beginning and excessive rains at harvest time. Most of the tanks received a full supply from the heavy mungar rains. The Vani Vilas Sagar filled and discharged during the year for the first time since its construction.

(ii) The area under sugar-cane decreased in all the districts, except Chitaldrug, owing chiefly to the larger demand for food crops. In the Chitaldrug District ragi displaced jolam to a certain extent and paddy and sugar-cane were cultivated over a larger area. The markets were fairly well supplied although the prices of food grains continued to rule high.

Prices.—The prices of the principal food grains except cholam ruled higher on the whole than in the previous year and would have gone up further but for the restrictions imposed by Government against their export outside the State. The price of ragi was at its highest in the Kolar District being 6·86 seers per rupee. The comparatively better harvests realised during the year had little or no effect on the prices, which are not dependent entirely on local produce but are greatly influenced by the conditions governing the world market. The poor and middle classes, especially those with fixed incomes, naturally suffered most from the prevalent of high prices. The arrangements made by Government for the import and sale of Burmah rice tended greatly to keep down the price of local rice and afforded appreciable relief to the poorer classes. The total quantity of Burmah rice imported by Government during the year amounted to 31,800 tons valued at Rs. 53 lakhs and it was stored and distributed to the public in 62 depots spread all over the State. In this connection, the Revenue Commissioner is requested to submit a comprehensive note on the problem of increasing the area under food crops.

(iii) The area taken up and relinquished was 29,808 acres and 29,532 as against 27,579 and 10,426 acres respectively in the preceding year, with the result that the net occupied area increased by 276 acres. An extent of about 27,282 acres was sub-divided and made available for cultivation in the Kankanhalli Taluk and the Closepet Sub-Taluk. Out of this nearly 10,900 acres were disposed of for an aggregate price of Rs. 79,730 in the Kankanhalli Taluk. Besides these lands, 29,808 acres assessed at Rs. 36,091 or 2,229 acres more than in the preceding year were taken up for cultivation in the several districts. There was some decrease in the area taken up for cultivation in the Bangalore, Kolar, Kadur and Chitaldrug Districts but this decrease was more than made up by the increase in the districts of Tumkur, Hassan, Shimoga and Mysore. The extent relinquished during the year, *viz.*, 29,532 acres was in excess of that for last

year by 19,106 acres. The largest relinquishment was in the Shimoga District and is reported to be due mainly to the sale of a large number of occupancies for arrears of revenue. The Revenue Commissioner is requested to pursue the investigation into the causes of the increase in the area relinquished during the year under report, as contrasted with the previous year and submit a report by the end of June 1921.

Conditions of the people.—The year under report was a fairly prosperous one to the agriculturists who got good prices for their produce as also to the merchants who did good business. But prevailing high prices strained the resources of the middle and poorer classes to whom a measure of relief was rendered by the food control operations of Government. The payment of a liberal scale of grain compensation and local allowance to the smaller officials as well as to the menial establishment was of great help to them in the difficult times.

There were no unusual movements of people in search of employment in any of the districts during the year. There was an appreciable decrease in the number of emigrants from the State, due mainly to the fact that the larger number of public works in progress in the State provided sufficient employment for labourers in search of employment. In the Mysore District the number of emigrants to Ceylon and other British Provinces was only 227 against 878 in the previous year. There was the usual influx of coolies from South Canara for work in the Coffee Estates and arecanut gardens in the Malnad and 800 immigrants mostly Voddars, are reported to have come from outside the State for work on the Nanjangud-Chamrajnagar Railway line.

Area under select crops.—There was an appreciable increase in the area under paddy, ragi and cotton, as compared with the previous year, while the area under horse-gram and sugar-cane fell considerably. There was a marked increase of the area (48,590 acres) under paddy in the Tumkur District, while the Shimoga District showed a shrinkage of 11,496 acres which is attributed to the failure of the *Mungar* rains at the time of sowing this crop. The increase in the area under ragi was spread over all the districts, the Tumkur District showing the largest increase (1,58,490 acres). This is due to the heavy fall in the area under ragi in the previous year owing to unfavourable seasonal conditions. The increase in the area under ragi also accounts chiefly for the decrease of the area under horse-gram which is sown on the better class of lands only as a last resort when the seasonal conditions do not permit of the cultivation of other superior crops. There was an increase of 21,722 acres under cotton of which 16,275 acres was contributed by the Chitaldrug District. The Revenue Commissioner is requested to inquire and report if this increase in the Chitaldrug District is of a permanent nature.

Transfers of lands.—It is noted that the returns now submitted are reported to be not quite accurate and capable of furnishing sufficient data for drawing safe inferences. The Revenue Commissioner is requested to submit for the consideration of Government, in consultation with the Inspector-General of Registration, his suggestions for the purpose of rendering these returns which are intended to show transfers of lands (and value thereof) from agriculturalists to non-agriculturalists more accurate and reliable.

Public health and material prosperity of the people.—The year was on the whole a good one from the standpoint of public health, the total mortality during the year being only 25 per-cent of that in the year previous. The largest number of accidental fires occurred in the Shimoga District

resulting in the loss of 27 human lives, and a sum of Rs. 4,000 was granted on the occasion of His Highness the Maharaja's visit to the District for the relief of the sufferers in the fire at Shikarpur Town. Government note that the Shimoga District has of late come to un-enviable prominence by the alarming regularity of the accidental fires occurring there year by year, causing much damage. The Revenue Commissioner is requested to report what practical steps may be taken to minimise occasions for such accidental fires. The Government will also be glad if the Inspector-General of Police, the Revenue Commissioner, the Deputy Commissioner of Shimoga and the Conservator of Forests will meet together and suggest what precautionary measures may be found helpful in the matter.

Jamabandi.—Twenty-two taluks were settled before the collection season against 16 taluks in the year previous. This cannot be considered a sufficiently satisfactory improvement. In Kolar District not even a single taluk was settled before the commencement of the collection season. The Jamabandi of some of the taluks like Nagamangala and Seringapatam appears to have been rushed through with undue haste. Regarding the timely and well ordered conduct of the Jamabandi, the Revenue Commissioner is requested to impress its supreme importance on the minds of the District Officers. The explanations of the Officers who did not submit their Jamabandi reports should be submitted very early for orders of Government.

DEMAND, COLLECTION AND BALANCE.

Land Revenue.—The demand for the year including arrears of previous years was Rs. 1,31,72,719 or Rs. 1,84,691 more than in the previous year. This increase was mainly due to the better realisations from sales of amarai, the assessment on the additional lands taken up for cultivation, the revised rates of assessment due to the introduction of the revision settlement in the Nelamangala Taluk and the progressive water rate recovered on the lands commanded by the Krishnarajasagara Works in the Mysore District.

Out of the total demand of Rs. 1,31,72,719 irrecoverable arrerars amounting to Rs. 1,04,599 relating to previous years were written off including a sum Rs. 30,431 being half the wet assessment in Sorab Taluk for 1918-19 remitted in accordance with the Government Order No. R. 1472-4—L. R. 375-18-17, dated the 26th July 1919. The net recoverable demand for the year was Rs. 1,30,43,967 as against Rs. 1,21,04,780 in the previous year. The total collection during the year was Rs. 1,18,73,104 and it is satisfactory to note that the percentage of collections to net recoverable demand was 91·0 as against 82·9 in 1918-19. Suitable measures should be systematically taken to reduce the arrears especially in taluks where the arrears exceed Rs. 30,000. The total collections exceeded those of the previous year by 18 lakhs and were the highest on record.

Mohatarfa.—The demand for the year including the arrears of previous years was Rs. 3,04,830 against Rs. 3,38,778 in 1918-19; and the total collection including remission was Rs. 2,59,858 against Rs. 2,69,946 in 1918-19. The percentage of collections in the Chitaldrug, Tumkur and Bangalore Districts was very satisfactory being 98·1, 97·2 and 92·1 respectively; while it was very poor in the Mysore District being only 68·4. The Revenue Commissioner is requested to enquire into the causes of the poor collections in the Mysore District and to report the result to Government.

Supari Cess.—Out of a demand of Rs. 28,405 including arrears, a sum of Rs. 26,302 was collected, leaving a balance of Rs. 2,103.

Revenue Money order system.—In view of its growing popularity the system was made permanent with effect from 1st May 1920 (G. O. No. R. 1220-80—L. R. 358-19-5, dated 22nd July 1920).

Co-ercive processes. The total number of processes of various kinds was 121,735 against 115,000 in the previous year. The amount realised by the issue of these processes was Rs. 14,77,546 being an increase of Rs. 3,76,002, over the realisations of 1918-19. It is reported by the Deputy Commissioner, Shimoga District that these processes had to be largely resorted to on account of the heavy arrears of Rs. 4,09,182 outstanding at the beginning of the year. There was an increase in the number of demand notices issued under section 158, Land Revenue Code, especially in the Districts of Kolar and Mysore and more than 68 per cent of the amount involved was recovered as the result of such notices. There was no case of arrest or imprisonment for the recovery of revenue under section 163 of the Land Revenue Code.

Tanks.—Three hundred and sixty major tanks in all the districts (except Bangalore for which the required information is said not to have been furnished by the Deputy Commissioner) and 611 minor tanks in all the districts were restored or repaired at an outlay of Rs. 1,41,183 and Rs. 1,21,355 as against 402 and 750 at an outlay of Rs. 1,82,354 and Rs. 1,53,798, respectively, in the year 1918-19. Government note that the Deputy Commissioner, Bangalore District, has not furnished in his report any information regarding major tanks or the number of minor tanks the repairs of which were in progress but not completed during the year, an omission which it is hoped will not recur. As an inducement to the raiyats to maintain their tanks in good condition Government have authorised payment for a period of 3 years of 50 per cent of the total money value of the annual repairs to individual tanks, by way of remission of the irrigation cess leviable on the atchkat lands, if the annual repairs are satisfactorily executed (No. R. 5135-46—L. R. 493-16-22, dated 3rd November 1919). The Deputy Commissioner, Kolar District, has not furnished information *re* the number of major and minor tanks that are in urgent need of repair in his district. Government have sanctioned the continuance till the end of June 1921 of the Marahmat establishments under the Deputy Commissioners of Districts.

Vani Vilas Sagara Channels.—The total extent under the block system of irrigation under the Vani Vilas Sagara was 11,435 acres, 2 guntas, against 11,364 acres, 26 guntas in 1918-19, of which 9,268 acres, 30 guntas were under occupation as against 8,635 acres 14 guntas in the previous year, leaving an extent of 2,166 acres 12 guntas still available for cultivation.

In their Order No. R. 13853-7—L. R. 42-18-22, dated 19th June 1920, Government have directed the continuance of the block system of irrigation under the reservoir for a further period of three years and sanctioned additional concessions for the expansion of cultivation under the channels.

Tank Panchayet Scheme.—Including the two Panchayets sanctioned in the Tumkur District during the year the total number of Panchayets sanctioned since the inception of the scheme is 105 out of which only 85 are said to have been actually formed. Of these 85 again, only a few are reported to have done any actual work. Government regret to note that the working of the scheme has not been satisfactory and to observe that the poor progress made by the Panchayets speaks ill of the energy, enthusiasm and earnestness on the part of the Revenue Officers in pushing on the scheme. The Revenue Commissioner is requested to submit very early his proposals for simplifying the existing rules so as to make the scheme more popular.

Land Improvement and Takavi Loans.—A sum of one lakh of rupees was sanctioned for takavi loans, etc., during 1919-20. As this was found

insufficient, an additional sum of Rs. 80,000 was sanctioned during the year. Out of this amount, a sum of Rs 1,54,944 was sanctioned during the year in 1,333 cases, (takavi advances 1,133 cases, Land improvement loans 220 and loans for irrigation wells 10 cases) as against 2,870 in the previous year for all the three classes of loans. The amount actually advanced during the year was Rs. 1,12,194 for takavi advances, Rs. 34,030 for other land improvement and Rs. 1,825 for irrigation wells. The instalments that fell due during the year including arrears were Rs. 1,22,931 Rs. 93,163 and Rs. 37,794 respectively under the three heads; the recoveries were Rs. 74,929, Rs. 59,668 and Rs 31,206, respectively, representing 60·9 per-cent, 64·0 per cent and 82·5 per cent as against 67·8, 65·5 and 83·1 per cent in the previous year.

It is reported that there are 298 loan applications pending in the Kolar District of which 101 relate to the Srinivaspur Taluk alone. This large pendency in the district is unsatisfactory and the Deputy Commissioner should take special measures for their early disposal. There was some improvement in the recovery of loan instalments in the districts of Bangalore, Kolar, Tumkur and Kadur, while there was a set-back in the other four districts. The recoveries in Shimoga and Mysore Districts are very poor, only 38 per cent of the demand having been collected. This is hardly satisfactory. Out of a total demand of Rs. 8,719 under loans for irrigation wells in the Bangalore District, the recovery amounted to only Rs. 5,511 which shows great neglect on the part of the local officers.

Cattle and Civil Veterinary Department.—It is gratifying to note that the cattle mortality in all the districts fell from 86,258 in the previous year to 56,171 due to the improvement in the agricultural conditions of the year as compared with the year previous. Inoculation of healthy cattle against rinderpest was largely resorted to. The number of fresh admissions and the daily cases treated in the several Veterinary Hospitals and dispensaries rose from 24,046 and 78,416 in 1918-19 to 28,657 and 87,553 respectively during the year.

There were 8 hospitals and 8 dispensaries in the State at the beginning of the year. Four more dispensaries were opened at Dodballapur, Chintamani, Hunsur and Channagiri at the end of the year. Besides Hospital work, the officers of the Department did a considerable amount of inoculation and also propagandist work by way of lectures, etc., on occasions of conferences and jatras. The Department has been recently placed under the control of the Director of Agriculture (G. O. No. R. 2044-55—R. M. 11-19-17, dated 12-7-1920).

Treasuries.—The Deputy Commissioners of Kolar, Mysore, Shimoga and Kadur inspected their District Treasuries only once, while the Deputy Commissioner, Chitaldrug District, did not inspect any of the Taluk Treasuries and the Taluk Treasuries at Kunigal and Malvalli were not inspected at all either by the Sub-Division Officers or the Treasury Officers. The explanation of these officers for their omission to inspect these Treasuries as required under the standing orders should be obtained and submitted.

Darkhasts.—The number of darkhasts pending disposal at the beginning of the year was 7,744. The number of Darkhasts received during the year was 10,198 *i.e.*, nearly twice as many as in the previous year. This increase was due to favourable seasonal conditions which induced people to go in for more lands. Out of 17,942 darkhasts 9,956 or 55% were disposed of during the year. There was an improvement in the percentage of disposals in the Bangalore, Mysore, Hassan, Shimoga and Chitaldrug Districts, while the other three districts showed a fall. It is not satisfactory that there are

still more than 720 darkhasts of more than two years' duration in the Kadur District and 626 in the Mysore District. The pendency of the darkhasts is still very heavy.

It would be interesting to know (even if approximately in the case of gomal and kharab lands) the annual assessment of lands, darkhasts for which are pending in the several offices. The Revenue Commissioner is requested to suggest, in consultation with the Deputy Commissioners of Districts, needful changes in the form of the returns of darkhasts for incorporating this additional information.

In Government Order No. R. 12286-8—L. R. 371-19-2, dated 20th April 1920, the continuance of the temporary establishment for sub-division of lands till the end of March 1921, was sanctioned. Owing to the paucity of qualified Mojinidars it is reported that the Deputy Commissioners have been requested to employ shekdars for this purpose. The Revenue Commissioner is requested to issue necessary instructions for the early completion of the phod work to enable the disposal of darkhasts long pending.

No portion of Amrut Mahal kaval lands surrendered under the order of September 1918 to the Revenue Department for cultivation, was handed over during the months from July to October 1919 for want of measuring instruments. From November 1919 to February 1920 an extent of only 16,084 acres was demarcated and an extent of 921 acres in June 1920 after joint inspection by the Deputy Commissioner concerned and the Amrut Mahal Superintendent as directed in Government Order No. G. 24545-54—Mily. 238-19-14, dated the 29th April 1920. Thus a total extent of 17,005 acres was demarcated during the year, the total extent so demarcated up to the end of the year being 52,710 acres out of 1,27,000 acres to be surrendered. Government must observe that the progress in the matter has been very slow.

Out of 8,851 acres of kaval actually surrendered in the Tumkur District 2,518 acres were subdivided and 712 acres were disposed of for cultivation for Rs. 4,653 ; and in the Mysore and Chitaldrug Districts out of 947 acres and 852 acres subdivided, 911 acres and 690 acres were granted for Rs. 912 and Rs. 1,940 respectively.

In Government Order No. 10,692-6—Ex. 18-18-36, dated the 11th March 1920, an extent of nearly 6,675 acres of date groves were thrown upon for cultivation.

Out of the lands newly subdivided (*vide* Government Order No. R. 856-60—L. R. 606-14-8, dated the 19th July 1916) 5,092 acres were disposed of during the year in the Kankanhalli Taluk, of which 2,504 acres were granted for an upset price of Rs. 13,691 and 2,588 acres sold by auction for Rs. 20,657. There remains some 1,754 acres available at the end of the year. It is unsatisfactory that none of the lands specially subdivided in the Clospet Sub-Taluk was disposed of during the year. The delay in the disposal of these lands is reprehensible and the local Officers should be directed to push the work through and show better results.

Darkhasts under special Orders. Eksal tenure.—The total extent of assessed waste lands taken up under *eksal tenure* is 798 acres against 122 acres in 1918-19. Government sanctioned the continuance of the Scheme of *Eksal* cultivation for a further period of three years and have authorised the recovery of only a fourth of the assessment in advance and the balance before removal of the crops instead of the full assessment being recovered in advance as hitherto (Government Order No. R. 6401-9—L. R. 362-14-9, dated the 1st December 1919). An extent of 337 acres of gomal lands in the Chikballapur and Bagepalli taluks is reported to have been given out for

gram cultivation under Government Order No. R. 3938-47—L. R. 201-07-2, dated the 27th December 1907.

Grant of lands over-grown with lantana and prickly-pear.—It is reported that no applications were received in any district, except Hassan, where two applications for 10 acres, 13 guntas assessed at Rs. 10-8-0 were sanctioned during the year and that 28 applications are still pending disposal in the Hassan District. In their Order No. R. 8362-422—L. R. 281-17-5, dated the 28th January 1920, Government have issued revised instructions *re* the grant for cultivation of lands overgrown with lantana and prickly-pear and directed that the concessions allowed in the order of November 1910 should be granted more freely than at present. The Deputy Commissioner should be requested to take necessary action in the matter.

Sisal Hemp Cultivation.—An extent of 362 acres comprising assessed waste, kharab and gomal lands in the Bangalore and Anekal Taluks was sanctioned for this purpose during the year. One application was pending in each of the districts of Bangalore and Mysore at the end of the year and no applications were received in the other districts. The Revenue Commissioner is requested to furnish, for the information of Government, a detailed report shewing the actual progress of sisal hemp cultivation in the State.

Large Landed Estates Scheme.—Out of 149 applications received during the year (including the opening balance) 33 were rejected and 116 were pending at the close of the year. Proposals for the better working of the scheme called for by the Revenue Commissioner from the Deputy Commissioners should be expedited and submitted to Government.

Special concessions due to the food situation, etc.—The total area given out in the several districts for the promotion of the growth of food crops at the concession rates sanctioned under Government Orders Nos. R. 4602-16—L. R. 276-18-3, dated 21st September 1918 and R. 4292-305—L. R. 220-19-2, dated the 3rd October 1919, was 15,746 acres. Of this the largest extent taken for the cultivation of food crops was in the Tumkur District, being 3,839 acres. Kolar, Mysore and Chitaldrug come next in order with 3,681, 3,469 and 3,002 acres respectively.

Military Settlement Scheme.—One hundred and eleven acres of land out of those set apart for grant to the Military men under Government Order No. G. 3512-15—Mily. 172-15-17, dated the 12th September 1917, are reported to have been given in the Mysore District, to 16 persons who rendered active service at the front.

Takarar cases.—Out of 9,338 cases that came up for orders, 6,221 cases or 66% were disposed of, leaving a balance of 3,117 cases pending at the close of the year. The number of cases was large, as usual, in the Mysore and Hassan Districts; the Chamrajnagar, Gundlupet, Channarayapatna, Hole-Narsipur, Arsikere and Arkalgud Taluks, accounting for 339, 433, 440, 494 and 546 cases respectively. The disposals were very poor in the Hassan and Chitaldrug Districts, being only 42% and 44% respectively, of the cases submitted for orders. In the Hole-Narsipur Taluk only 5% of the cases were disposed of and in the Malur Taluk only 1 was disposed of out of a total of 39 cases mostly relating to surreptitious use of Government water. This calls for explanation from the Amildars concerned. Delay in the disposal of takrar cases should be systematically noticed by the Revenue Commissioner who is also requested to report to Government if it is not feasible to classify takrar cases under a few important major heads.

Boundary Marks.—Government regret that no earnest endeavour was made by the taluk officers to make a systematic inspection of boundary marks in accordance with the instructions conveyed by the Revenue

Commissioner's Circular No. C. 3932, dated 10th April 1917. The Amildars of Bangalore, Sidlaghatta, Goribidnur, Malur and Hassan and the Deputy Amildar of Gudibanda are reported not to have made any inspections of boundary marks. The number of boundary marks either missing or in a state of disrepair at the end of the year was very large in all the districts and the Deputy Commissioners should be requested to remedy this defect early. The bandhs in the black-cotton soil of T.-Narsipur and Chamrajnagar Taluks are reported to be much below the standard height and in some cases in Nanjangud and Gundlupet Taluks to be in such utter disrepair that their identification is very difficult and it is reported that the Deputy Commissioner, Mysore District, remarks that unless a special mojinidar is appointed for each taluk to supervise the proper maintenance of these marks, there is likely to be slackness in this most important work. Government agree with the Revenue Commissioner that the deterioration in the condition of the boundary marks is chiefly due to want of proper attention to this most important item of Revenue work on the part of the Shekdars and Amildars and that there is no necessity for a separate staff for this purpose as proposed by the Deputy Commissioner, Mysore District. Information *re* number of cases in which according to the rules in this behalf notice was taken of the default of ryots in maintaining *bandhs* and the amount of fines levied should be given hereafter, *Talukwar*.

Frontier Boundary Marks.—It is unsatisfactory that no attention was paid to the inspection of frontier boundary marks in the Hoskote, Malvalli, Mudgere and Koppa Taluks. The explanation of the Officers concerned should be obtained and forwarded for orders of Government.

Avenue Trees.—The planting, numbering and trimming of avenue trees is reported to have received more attention during the year than in the previous year. The number of avenue trees planted was 78,191 against 70,707 in 1918-19. The trees were numbered in the taluks of Bangalore, Kankanhalli, Nelemangala, Channapatna, Hoskote and Closepet Sub-Taluk, some taluks of the Mysore District and in the Kumsi Sub-Taluk of the Shimoga District. The practice of planting trees on the Birthday of His Highness the Maharaja should be encouraged to develop into a system.

Village Improvement Scheme.—The number of Village Committees fell from 8,957 in 1918-19 to 8,934 during the year and the number of villages served by the Committees also fell from 15,767 to 15,713. Five thousand one hundred and nine Village Committees or about 57 per cent of the whole number devoted half a day a week for communal labour, 5,509 subscribed for Newspapers and 3,619 held weekly meetings for recreation and instruction, as against 5,234 5,383 and 4,004 Committees respectively in the previous year.

The total estimated cost of works sanctioned or undertaken under the scheme during the year was Rs. 73,330 of which Rs. 34, 176 were contributed by the villages in the shape of money or labour. More than 50 per cent of the allotments were utilised in the Kolar and Shimoga Districts; while the work turned out in Tumkur, Kadur and Bangalore Districts was poor. Work estimated at Rs. 2,29,182 was executed by the villagers without Government aid as against Rs. 2,49,561 during 1918-19. Towards the Village Common Fund Rs. 48,549 and 1,138 pallas of grain were collected as against Rs. 36,150 and 550 seers in the previous year. It is gratifying to note that a large number of grain Banks and Fodder Stores were started in the village of the Malur Taluk and the Gudibanda Sub-Taluk at the instance of the Deputy Commissioner, Kolar District, and it is hoped that this example will be largely followed in the other districts with advantage.

District and Taluk Conferences.—District and Taluk Conferences were held in all the districts.

It is reported that at these conferences stock was taken of work actually done under the Village Improvement Scheme and other measures of general or local importance, local requirements were discussed and lists were prepared of major and minor wants of the districts and taluks. Lectures were delivered on educational subjects by officers of the Agricultural, Co-operative, Educational and Sericultural Departments. Panchama Conferences are reported to have been organised as adjuncts to Taluk Conferences in the Kolar District. At the Kadur District Conference, the Director of the Boys' Scout Movement is reported to have rallied the local boy scouts and indicated by practical illustrations the kind of training that was given to them.

Village Forests.—The total number of village forests sanctioned in the several districts up to the end of June 1920 amounted to 97. Though panchayets have been constituted for 51 of the forests the number that did actual work was only 5, (3 in the Mysore and 2 in the Shimoga District). These were the Panchayets of Hanasoge and Kuppe in the Yedatore Taluk of Halasahalli, Malvalli Taluk, and of Nallur and Basavapatna in the Channagiri Taluk. The Special Forest Range Officer whose entertainment was sanctioned in G. O. No. R. 8314-6—Ft. 33-19-4, dated 31st January 1920, in connection with the scheme is reported to have joined duty on 21st July 1920. The Revenue Commissioner is requested to keep the popularisation of the scheme steadily in view and to give necessary instructions to the Special Range Officer in the matter.

Village Officers.—Information as to the number of literate patels has not been furnished by the Deputy Commissioners of Bangalore, Kolar, Tumkur and Mysore. Out of 2,514, 1,811 and 1,345 patels in the Districts of Hassan, Shimoga and Chitaldrug, 1,748, 1,643 and 1,034 respectively are said to be literate. In the Tarikere Taluk and Narasimharajapura Sub-Taluk 229 and 41 patels out of 249 and 59 respectively, are literate, while in the other taluks of the Kadur District only about 60 per cent of the patels are reported to be literate. Most of the Shanbhogs of the Hassan and Shimoga Districts are gumastas who do not reside within their circles and it is reported that much difficulty is experienced in securing suitable men. The Revenue Commissioner is requested to submit in consultation with the Deputy Commissioners suitable proposals for minimising, if not abolishing, the evils entailed by absentee Baravardar Village Officers appointing long-term gumastas for their work, by fixing a time-limit to the appointment of gumasthas or any other effective remedy. The Revenue Commissioner reports that about 16 per cent of the Shanbhogs and 13 per cent of the Patels were fined. Sixty-nine Shanbhogs and 116 Patels were suspended during the year against 63 and 125 respectively in the previous year, while the number of dismissals of Shanbhogs and Patels amounted to 13 and 3 respectively against 3 and 9 in 1918-19. The Revenue Commissioner states that this high percentage indicates either that they have been generally very unsatisfactory in the discharge of their duties or that punishments are inflicted without judicious discrimination. Government agree with the Revenue Commissioner that a frequent resort to fines is neither a desirable nor an effective way of dealing with these officers. He is therefore requested to issue needful instructions in the matter. One patel and 2 shanbhogs in the Kadur District were convicted for embezzlement of Government money. In the Mysore District one Patel and 3 Shanbhogs are reported to have embezzled Government money.

Shekdars.—Out of a total number of 387 Shekdars for all districts the number of old and new scheme Shekdars at the end of the year amounted to 118 and 269 respectively. Out of 40 candidates that were admitted into the Shekdari Training School 32 came out successful at the final examination held during the year. With a view to give training in mojini work to the old class of Shekdars as well as to the new Shekdars not trained therein before, a special mojini class was attached to the Shekdari School and 53 Shekdars were trained during the year. The Revenue Commissioner reports that the question of increasing the number of hoblis is engaging his attention but seeing that the unit of the Shekdars' charge is on the average not large it does not seem really necessary to generally reduce the size of such charge. The Revenue Commissioner's proposals on the subject will however be awaited.

Sorting of records.—It is reported that the Deputy Commissioner of Hassan has not furnished information as to the extent of sorting work done in the several offices in his district. This is not satisfactory. Both sorting and indexing work turned out in the Bangalore District office was very poor. Deputy Commissioners of Districts should see that record-sorting work is systematically attended to in their offices and offices subordinate to them. They should also depute an intelligent official for proper indexing, as this is one of the most essential parts of the Disposal Number System.

District, Sub-Division and Taluk Offices.—The condition of work in most of the District, Sub-Division and Taluk Offices cannot be said to be satisfactory. In the disposal of darkhasts, loan applications and land acquisitions and other cases, in the punctual and prompt submission of periodical returns and reports, in the inspection of interior villages, tanks, boundary marks, etc., in the attention to be given to the work of the Minor Tank Restoration, Village Improvement, Tank Panchayet, Village Forests, Large Landed Estates and other schemes, etc., there remains a great deal of improvement required to bring the work up to stardard. It is hoped that strenuous endeavours will be made to show better progress in these directions.

Itineration and Inspection.—The Revenue Commissioner (Mr. Chandy) toured only for 58 days as against 113 days in the previous year. Hassan District was not at all inspected by the Revenue Commissioner. Only one Sub-Division Office at Chitaldrug was inspected as against 9 in 1918-19. Government regret to note that the touring and inspection of the Revenue Commissioner (Mr. Chandy) was not adequate, as he was in charge of the Revenue Commissioner's office for practically throughout the year until 8th May 1920.

It is unsatisfactory that the Deputy Commissioners of Kolar, Kadur, Chitaldrug and Bangalore inspected only 6, 2, 5 and 5 taluk and Sub-Taluk offices, respectively, out of a total of 11, 6, 9 and 10 offices in their districts. The largest number of days spent on tour was by the Deputy Commissioner. Tumkur District (Mr. Ananda Rao Sirsi) who also camped out the largest number of days (*viz.* 79) within his district. The information regarding the number of days camped out has not been furnished by the Deputy Commissioner, Kadur District. The Deputy Commissioner, Bangalore District, has not given the total number of days spent on tour by the several officers who were in charge of his district during the year. The Deputy Commissioner, Bangalore District has camped out the least number of days, *viz.*, 36 days. This is not satisfactory.

Only the marginally noted Sub-Division Officers are reported to have camped out the prescribed number of days. The Sub-Division Officers of Closepet, Mysore, French Rocks and Hole-Narsipur are reported not to have furnished information in this respect.

Chikballapur	Shimoga
Chintamani	Davangere
Kolar	Sagar
Dodballapur	Saklespur
Hassan	Maddagiri

The Deputy Commissioners of Bangalore and Shimoga are reported to have inspected only 68, and 110 villages respectively. The Revenue Commissioner's report does not furnish the information *re* the number of villages inspected by (Mr. Ananda Rao sirsi) the Deputy Commissioner, Tumkur District, who is reported to have toured and camped out the largest number of days. The Sub-Division Officers of Chikballapur and Tumkur have not submitted their tour maps while those submitted by the Sub-Division Officers of Closepet, Shimoga and Chikmagalur are reported to have been drawn to a scale of 4 miles to an inch and not the prescribed scale of 8 miles. It is also reported that the tour maps of the Dodballapur, Nanjangud, Hassan and Hole-Narsipur Sub-Division offices indicate only the places where halts were made and not the villages inspected. All these defects should be remedied in future and the officers should follow the standing instructions laid down by Government in this behalf. The Deputy Commissioners of districts, Sub-Division Officers and Amildars should give more attention to the inspection of interior villages.

Inam Commission.—The Commission appointed by Government to examine the relationship between Inamdars, their tenants and Government completed its enquiries and submitted the final report in February 1920 and this is engaging the attention of Government.

Revenue Commissioner's Office.—The Revenue Commissioner reports that more than 80 per cent of the pendency of cases in his office was due to want of prompt reply from subordinate offices to the references issued to them calling for report, records or detailed information. This is not satisfactory and the Revenue Commissioner should in the course of his inspection of the various offices scrutinize the checks maintained to ensure the early disposals of such references. It is reported that a Manual of the Veterinary Department was prepared in the Revenue Commissioner's Office and published during the year and that the Manual of Circulars by the Revenue Commissioner's Office was also prepared and sent to the Press for printing and publication.

Conclusion.—It is gratifying to note that owing to the favourable seasonal conditions there was decided improvement in the total land revenue collections and that a large extent of land was taken up for cultivation of food crops. But it is unsatisfactory that the various schemes such as the Village Improvement, Village Forests, Minor Tanks Restoration, Large Landed Estates and scheme for the extirpation of lantana and prickly pear have made no decided progress during the year, in spite of the improved seasonal conditions. The large pendency of darkhasts, the unsatisfactory inspection of Treasuries by Revenue Officers, the neglect of boundary marks, the unsatisfactory condition of work in the District, Sub-Division, and Taluk offices and the inadequate inspections of the superior Revenue Officers indicate that there is still much room for improvement in the work of the Revenue Department all round. Government earnestly hope that better progress will be shown in the next year.

R. 8863-922—L. R. 10-20-8, dated 11th February 1921.

REGISTRATION.

Registration Department.

UNIFORM RATE OF COPYING FEES PRESCRIBED.

In view of the repeated representations made and the lower rates prevailing in British India, Government direct that a uniform rate of 2 annas per 100 words, for both English and Kannada, be fixed as copying fees in the Registration Department. A notification amending the table of fees accordingly will be issued separately.

Government further empower the Inspector-General of Registration to sanction appointments of special copyists in such registration offices where such arrangements are found to be necessary subject to their being paid one half of the copying fees realised. This arrangement will be tentative for a period of one year at the end of which the result will be reported to Government.

G. O. No. R. 7581-646—Regis. 17-19-6, dated 3rd January 1921.

MEDICAL.

Branch Dispensaries in the Bangalore City.

Adjustment of Charges.

The general rule in regard to the adjustment of the cost of maintenance of Local Fund Dispensaries is that all charges except the pay of the medical officer and the cost of European medicines should be met from the District and Municipal Funds in the proportion of $\frac{2}{3}$rds and $\frac{1}{3}$rd respectively. The practice as regards the Branch Dispensaries in Bangalore and Mysore Cities has not been uniform. In the Mysore City, the municipality has been contributing $\frac{2}{3}$rds and the District Board of Mysore, $\frac{1}{3}$rd of the recurring charges of all the Branch Dispensaries in the Mysore City, while in the Bangalore City, the proportions vary in regard to the several dispensaries as shown in the margin.

Dispensary.		*Quota paid by Ml. Funds.*	*Quota paid by Dt. Funds.*
Chamarajpet Ganigarpet	...	In full	...
Arlepet	...	9	...
Malleswaram Basavangndi	...	Met from State Funds up to 1919-20	
Mavalli	...	In full	...

In view to secure uniformity of practice in the matter and having regard to the fact that it is the residents of the cities that are benefited to a great extent by the City Dispensaries, Government direct that with effect from the current official year (1920-21), the recurring charges of all the Branch Dispensaries in the Bangalore City, exclusive of the marginally noted items debitable to State Funds, be met from the funds of the District Board and the Bangalore City Municipal Council in the proportion of $\frac{1}{3}$rd and $\frac{2}{3}$rds respectively, as in the case of the dispensaries in the Mysore City.

(i) Pay of medical officer in charge.
(ii) Cost of European medicines.

G. O. No. G. 13102-5—Med. 92-19-9, dated 10th January 1921.

MILITARY.

Mysore Military Forces.

REVIEW ON THE REPORT FOR 1919-20.

The expenditure under all branches of the Military Service amounted to Rs. 23,43,062 as against Rs. 18,06,551 in the previous year. The increase was chiefly due to an abnoral increase of nearly 5 lakhs under Imperial Service Lancers and 2 lakhs under Imperial Service Transport Corps. There was savings of one and half lakhs under recruitment charges as recruitment ceased on the conclusion of the war. The large increase under the two units referred to is understood to be mainly due to the fact that arrear pay bills of previous years were drawn during 1919-20.

Three drafts of reinforcements numbering 1 officer, 84 other ranks and 36 followers from the Depot, Imperial Service Regiment and 2 drafts comprising 1 officer, 52 ranks and 18 followers from the Depot, Transport Corps were despatched to the Field.

The combatant strength of the Cavalry Regiments during 1919-20, as compared with similar strength in 1918-19, was as follows :—

Year.	Combatant strength of Imperial Service Lancers.	Combatant strength of Mysore Horse.
1918-19 ...	904	294
1919-20 ...	698	384

The decrease in the strength of the Imperial Service Lancers was due to the discharge of cambatants consequent on the termination of the war.

In the Infantry Regiments casualties due to resignation, discharge and dismissal numbered 220, while the corresponding number for 1918-19 was only 113. The reason for the large increase of casualties from these causes during 1919-20 should have been explained. No relief of these Regiments is reported to have taken place during the previous year and such relief during 1921-22, if found necessary, should be proposed by the Chief Commandant for the consideration of Government.

The Imperial Service Troops returned to Bangalore in February 1920, after rendering a good account of themselves in the several war-theatres to which they had been sent and earning the unqualified approbation of Brigadier General Harbord and the Commander-in-Chief of the Expeditionary Forces. The Bangalore City Municipality and the general public accorded a hearty welcome to the Troops and several entertainments were organised in their honour. His Highness the Maharaja was graciously pleased to review the Imperial Service Regiment, on 21st February 1920, and addressed words of welcome to the Officers and Men of the Regiment.

His Highness the Maharaja has been pleased to sanction the award of Distinguished War Service Medals to 4 Officers, 18 Non-Commissioned Officers and 12 Sowars of the Imperial Service Regiment and 1 Officer of the Transport Corps. The British Government also conferred the second class order of British India with the title of "Bahadur" on Resaldar

Hayathulla Khan and Subedar Khairudeen, Indian Meritorious Service Medals on 16 Non-Commissioned Officers and Sowars and an Indian Distinguished Service Medal on Subedar Hanumantha Rao.

Orders for the demobilization of the Imperial Service Troops were passed in June 1920, and the strength of Troops was ordered to be reduced to the pre-war level pending consideration of the re-organisation of these units. Special concessions and facilities have been granted to the discharged and mobilised Sowars and Followers in the way of increased pension, gratuity, grant of lands, etc.

On a requisition from the General Officer Commanding 9th Division, 40 Transport carts were hired out for station duties for a week in June 1920.

The candidates selected from the Imperial Service Troops for the classes of instruction both here and in the Field are reported to have done well. The drill and discipline of the Army in the several units was good and the management of the Department was generally satisfactory.

G. O. No. G. 12714—Mily. 122-20-3, dated 5th January 1921.

Amrut Mahal Department.

REVIEW FOR 1919-20.

The aggregate strength of the several herds of cattle increased from 8,591 to 8,729 during the year.

The percentage of birth-rate was 38·55 and the death-rate 7·41 for the year under report as against 32·76 and 8·95 respectively in the previous year.

Six hundred and six bullocks, 2 calves and 7 breeding bulls were sold during the year and the average price realised for each bullock was, Rs. 141-7-0 the highest on record.

The demand under all heads during the year amounted to Rs. 1,26,585-2-1 and the recovery to Rs. 1,23,138-14-4 as against Rs. 51,612-1-2 and Rs. 48,398-6-5 in the previous year.

The expenditure of the Department excluding the grain compensation allowance was Rs 39,493-12-5 and exceeded that of the previous year by Rs. 3,765-9-11.

In 1918-19 the number of deaths in the flocks of Australian sheep was 13 but in 1919-20 it rose to 81. The causes of this abnormal increase in mortality have not been explained.

Government note that the question of the supply of grass to the Military Department and the Kunigal Stud Farm from the newly started grass farms is receiving the attention of the Department. Further investigation into the whole question has since been ordered by Government, and it is hoped that it will be possible to place the grass supply on a satisfactory basis.

Government note that the management of the Department during the year has generally been satisfactory.

G. 13735-6—Mily. 134-20-4, dated 15th January 1921.

EDUCATION.

Adult Education.

SPECIAL COMMITTEE'S MEMORANDUM REGARDING INSTRUCTIONS TO TEACHERS ON THE WORKING OF ADULT SCHOOLS.

A curriculum for Adult Schools, if it is to serve its purpose, should be based upon the psychology of the uneducated or partially educated adult pupil. The points of difference to be observed in teaching children and grown-up persons also depend upon the difference of the child mind and the adult uneducated mind. The child mind has an extremely limited stock of knowledge in respect of both concrete objects and abstract ideas. While its affections are partially developed its intelect and volition may be said to be almost wholly undeveloped. On the other hand, the adult uneducated mind which has come under the influences of street, home and trade or workshop education with little or nothing of school education has a decidedly larger stock of knowledge in respect of concrete objects. As regards abstract ideas and relations also, the adult mind is more fully equipped than the child mind. In the matter of affections and will power, it may be said to be, as a rule, much more fully developed while as regards the intellectual faculties the minds of adults are nearly as uncultivated as the minds of children. The common element in both cases is the undeveloped intellect and the ignorance of the three R's as a means of acquiring further knowledge. These differences and resemblances must be borne in mind both in framing the curriculum of adult schools and in regulating the methods of teaching to be pursued in these schools.

2. The first principle of all education is to utilize the mental assets of pupils in each stage as a means towards further development. The knowledge of concrete objects and abstract ideas possessed by the adult pupil as well as his comparative superiority in affection and will power should be called to aid in developing his intellectual powers, to rouse his imagination, to call forth his powers of reasoning and to cultivate his power of judgment, at the same time teaching him, the three R's in order to make him less dependent on others in his quest of further knowledge. This, in short, is the problem of adult education.

3. In drawing up the accompanying curriculum for adult schools the aim kept in view is to make the subjects of study and the methods of teaching interesting to the adult pupils while at the same time repairing the defects due to the lack of early training and helping further mental development. With this object considerable liberty is given to the teachers in selecting the lessons from the Readers so as to suit the adult pupil. Conversation lessons are included dealing with subjects suitable to grown up pupils and connected with their trades and occupations or with current events. Both in Kannada Literature and in Elementary Science the reading of selected portions to be read and explained by the teacher will form a valuable method of oral instruction which will precede the study of these subjects by the pupils themselves. It is hoped that with these changes a

new life will be imparted to the teaching in adult schools especially if it be supplemented with suitable magic lantern instruction. The special curriculum now proposed will, however, require for its proper working, special text books especially in arithmetic, geography and science and in addition the publication of cheap reading books in all departments of literature, philosophy, science, arts and industries, will render the work of these adult schools easier as well as more effective and more fruitful in its influence upon the masses. An easy examination for adult school pupils at the end of the IV year of study may be instituted, which will serve to test the work of these schools and to make it more definite in its aims. Special adult schools will be started in connection with all existing Normal Schools in order to serve as practising adult schools for the training of teachers for adult school work.

4. As regards the points of difference to be observed in teaching children and grown-up persons and the extent to which they may exercise their discretion to adapt the course of instructions to individual needs, the following points should be borne in mind:—

(1) Lessons treating of simple objects such as will interest children will not necessarily interest grown-up pupils and such lessons should, as a rule, be avoided.

(2) Objects familiar to grown-up persons though somewhat complex in their nature, will interest adult pupils and lessons treating of them should be taught, but in a very simple manner.

(3) As regards the imparting of instruction in ideas also, allowance must be made for the fund of knowledge already possessed by the pupils.

(4) The cultivation of the affections coming as it does under Moral Education, may, as a rule, not be attempted, exceptions being made in the case of pupils showing any abnormal tendencies. In such cases instructions should be given privatley and with special reference to each individual case.

(5) Regard should be shown to the adult pupil for his highly developed affections and will power. It should be remembered that the uneducated grown-up man is a highly sensitive being, when his *amour propre* is touched. Discipline appropriate to a juvenile school is out of place in an adult school and no invidious comparison or rude remarks should be made in respect of the less diligent or less intelligent pupils. The teacher should be as polite adult pupils as he would be towards the most respectable members of the society to which they belong.

(6) As soon as possible after the alphabets and their combinations are mastered, some easy book held in estimation by the pupils should be placed in their hands to satisfy their craving for higher knowledge. Provided the print is fairly large there is no objection to the pupils being encouraged to read them slowly. One or two paragraphs of prose or one or two stanzas of poetry may be read in this way every day, the poetry being learned by rote, if possible. This practice kept up for even half an hour day will stimulate the enthusiasm of the pupils more than going mechanically through a number of lessons in the ordinary school readers though the latter should not by any means be neglected.

(7) Conversation lessons bearing on the trades or occupations of the pupils or on current events of the day will further quicken the minds of the pupils and render them more willing to learn. Similarly, if the teacher reads out passages from books of literature or science or treating of arts and industries and explains the passages to the pupils, when they are themselves unable to read the desire to learn the art of reading is fostered at the same time that the knowledge and mental development of the pupils is hastened.

(8) In teaching arithmetic, care should be taken at each stage of progress to teach miscellaneous problems based on the calculations necessary for the successful pursuit of the trades or occupations to which the students belong. For this purpose, the adult school master should acquire some knowledge of the details of such trades or occupations,if necessary, from the pupils themselves.

(9) The teaching of Geography, proceeding from the more familiar to the less familiar, can be made the means of imparting more valuable information regarding current events both provincial and international, taken from newspapers. The countries and places to which the current events relate should be shown on the map and should be briefly described with all the more important details of population. Customs, religion, production and manufactures, commercial relations, etc.

(10) History need not be taught in detail, but the most salient points of the history of Mysore and of India with their relation to the outside world should be taught. Lessons on forms of Government administration and civic duties should also be given in connection with the same subject.

(11) The habit of asking questions on all manner of useful topics should be inculcated in the pupils and the teacher should take a delight in explaining their doubts or difficulties and in adding to their stock of knowledge. The practice of answering questions orally should be cultivated by the pupils of the elementary adult classes. The continuation class pupils should be taught to write out their answers as well as to give them orally. Home work of some kind should be given to the continuation class pupils at least twice a week to encourage self-study.

(12) Adult pupils should be encouraged to frequent reading rooms and public libraries, as these are "probably the most potent influences for the development of popular education, next to the personality of the teacher and the power of the living voice."

3447-9—Edn. 150-19-4, dated 2nd October 1920.

Rural A. V. Schools.

GOVERNMENT POLICY.

The Inspector-General of Education has brought to the notice of Government the difficulty in regard to the opening of English classes in rural areas on the grant-in-aid system consequent on the abolition of fees in Government and aided schools and recommends that all the existing rural A.-V. Schools may be converted into Government institutions and that in future new Government A.-V. Schools should be started instead of rural A.-V. School under the grant-in-aid system.

On a careful consideration of the subject, Government direct that no fees be levied in the single teacher rural A.-V. aided classes, that in regard to single teacher aided rural A.-V. Schools the whole cost of the teacher may be met by Government as a transitional measure till the programme of development of A.-V. Schools in the Educational Memorandum is worked out. The proposal herein approved does not involve any extra cost as the entire expenditure of these aided English classes is already provided for in the budget under 'grant-in-aid' but there will however be a loss in the 'Receipt' side of the budget to the extent of the fee income which would have been collected if fees in the aided rural A.-V. classes were not abolished

The Inspector-General of Education is requested to report for the information of Government what would be the amount of fee income which has to be reduced from the receipt side of the budget.

C. 30-31—Edn. 351-19-14, dated, 22nd October 1920.

Grant-in-aid Rules.

AN ADDITION.

The Inspector-General of Education has brought to the notice of Government that while managers of aided institutions drawing building grants are required to execute an agreement embodying the conditions subject to which grants are given, there is no provision at present to enforce the same condition on managers who draw large sums as furniture, library and equipment grants and has accordingly proposed that suitable agreements should be taken from these latter also.

Government consider that no formal agreement is necessary, as grants are made under definite rules and that it would be enough if a suitable additional clause is added to the form of declaration in Appendix L of the Grant-in-aid Rules entitling the Government to the refund of the amount of grant in case the institution should cease to exist. They accordingly direct that the following be added as clause (*a*) in the form of declaration in Appendix L. of the Grant-in-aid Rules :—

" (*a*) I further bind myself, that, in case the institution ceases to work at any time before the expiration of 10 years, I shall either sell the articles to Government at a reasonable valuation made by the Departmental Officers minus the grant given or refund the grant sanctioned for the purpose before the articles are disposed of."

4556—Edn. 49-19-17, dated 17th November 1920.

Depressed Classes Scholarships.

RULES REVISED.

The Inspector-General of Education in Mysore states that in the absence of a clear provision to treat holders of depressed class scholarships as free students, such students have been required by heads of certain aided institutions ot pay fees and requests sanction to certain modifications of Rule V B 2 (*a*) of the Grant-in-aid Code and of the Rule (VI) of his office Notification D. No. 102, dated 17th April 1920, so as to treat holders of depressed class scholarships as free scholars.

The proposal is sanctioned. The rules as revised will read as follows :—

Rule V. B. 2 (a).—It shall be permissible until further notice for aided institutions to grant free studentships in the A. V. and High School Departments up to 20 per cent of the strength of each class and in the Entrance class up to 30 per cent of its strength. Further the provision that backward classes and depressed classes scholarships also carry with them free studentships will apply to aided schools also.

Rules VI of Notification D. No. 102, dated 17th April 1920.—All the students to whom backward class or depressed class school scholarships will be awarded should be considered as free students and the fees collected from them till the date of award should be drawn on refund bills from the treasury and refunded to the boys. The free studentships shall be in addition to the 20 per cent usually allowed in all Government and aided institutions.

5866-7—Edn. 167-20-8, dated 27th December 1920.

Depressed Classes.

EXEMPTED FROM PAYMENT OF EXAMINATION FEES.

The Inspector-General of Education in Mysore states that owing to utter poverty pupils of the depressed classes find it very hard to pay their examination fees and recommends therefore that depressed candidates may be exempted from the payment of examination fees for the Lower Secondary Examination, and requests also approval of his action in having permitted the Lower Secondary candidates of the Panchama institutions at Mysore, Tumkur and Chikmagalur to apply for the Lower Secondary Examination without the payment of fees.

The proposal is sanctioned for a period of three years for the present.

6660-1—Edn. 167-20-10, dated 24th January 1921.

Depressed Classes.

EXEMPTION FROM PAYMENT OF FEES FOR THE S. S. L. C. EXAMINATION.

Government direct that pupils of the Depressed Classes be exempted from payment of examination fees for the Secondary School-Leaving Certificate Examination for a period of three years.

7281-2—Edn. 353-20-2, dated 5th February 1921.

CO-OPERATIVE SOCIETIES.

Cattle Insurance.

A NEW SCHEME.

The question of introducing a scheme for cattle insurance in Mysore has been for some time under the consideration of Government. A scheme based on co-operative lines has been introduced in Burma, Coorg and the United Provinces and is reported to be working with a fair measure of success. The Agricultural Board recommends the establishment of six Co-operative Societies on the Burma Model experimentally. The main features of the scheme as worked in Burma are as follows :—

(*a*) Insurance is confined to plough cattle and the operations of the Society are restricted to a single village.

(*b*) The maximum amount for which a cattle insurance society can insure any animal is limited to Rs. 100.

(*c*) Indemnity is given in the case of loss due to death from disease or accident.

(*d*) The premium payable is 5 per cent of the value of each animal insured payable in advance in 2 instalments once in six months.

(*e*) The indemnity payable for each animal is $\frac{3}{4}$ of the value of the animal less the amount realized by the owner of the animal by the sale of skin or meat or both.

(*f*) The Society may reinsure, up to a half of its risks with a reinsurance society or a Joint Stock Company approved by the Registrar.

(*g*) The valuation of the animals is to be made by three experts selected from the Committee of management constituted by the general body of the Society.

Government approve of the proposal to start six Co-operative Cattle Insurance Societies to be worked on the lines indicated above with the following modifications :—

(i) The premium payable will be $4\frac{1}{2}$ per cent of the value of the animal insured.

(ii) The maximum amount of indemnity will be fixed at Rs. 100.

It should be made clear to each society that the scheme should be worked on strictly co-operative lines.

As regards financial aid that may be needed by such societies, the Registrar of Co-operative Societies, who was consulted in the matter, is of opinion that some Government assistance would be necessary in the earlier stages and that it would have to take the form of guarantee of financial support up to a limit of Rs. 2,500 in the case of each society. In view of the fact that it is not likely that other central financial agencies will undertake to advance loans to this new and novel form of co-operation, Government will be prepared to finance each of these societies to the extent of Rs. 2,500 if and when required. This advance will be recovered in ten annual instalments with interest at $6\frac{1}{2}$ per cent per annum. The Registrar is requested to frame and submit for the approval of Government rules laying down the conditions subject to which such loans may be granted.

As the success of the scheme will in the initial stages greatly depend upon the facilities the Department of Co-operation and the Civil Veterinary Department can provide for prevention of losses by diseases and for the efficient management of the societies, the Registrar of Co-operative Societies is requested to organise such societies in suitable places to be selected in consultation with the Director of Agriculture and within easy access of responsible officers belonging to both departments.

Government do not consider it necessary to appoint a separate Veterinary Inspector solely for supervising these societies. The Director of Agriculture will, however, be requested about necessary instructions being given to Veterinary Inspectors to visit any Cattle Insurance Society that may be situated within five miles from their headquarters once at least a week and render such assistance and advice as may be required of them.

The Registrar of Co-operative Societies, is requested to frame a set of model bye-laws to regulate the working of such societies in consultation with the Revenue Commissioner and the Director of Agriculture and to submit a copy of the same for the approval of the Government.

The Revenue Commissioner, the Director of Agriculture, and the Deputy Commissioners of Districts, are requested to instruct the officers of their respective departments to co-operate with the Registrar in working the scheme on successful lines.

5621-34—A. & E. 132-16-20, dated 20th December 1920.

House-building Co-operative Societies

GOVERNMENT AID.

Owing to the increasing importance of housing the poor in urban and rural areas, Government recognise that a certain measure of State-aid is necessary to relieve congestion and to encourage the building of sanitary dwellings.

Wherever individual Co-operative Societies either rural or urban are formed for house-building purposes, Government will be prepared to render financial assistance to such institutions as far as possible provided they have sufficient financial stability and are likely to benefit a large number of people.

The Registrar is requested to formulate detailed proposals for giving effect to the intentions of Government and submit the same for sanction.

G O. No. 6027-8—E. C. 100-19-13, dated 5th January 1921.

INDUSTRIES AND COMMERCE.

Development of Industries.

CONCESSIONS FROM GOVERNMENT.

The Government of His Highness the Maharaja of Mysore have had under consideration for sometime past the question of affording facilities to private enterprise willing to undertake the establishment of industries on a large scale in the State. Investigations carried out at the instance of Government and with the aid of experts have disclosed that raw materials are locally available in sufficient quantities for starting such industries. Conditions regardings climate, native power, labour, etc., are also favourable.

There is sufficient scope for the immediate establishment of at least two or three industries of magnitude, such as, manufacture of paper-pulp and paper from bamboos, an up-to-date sawmill and furniture factory, silk filature, etc.

The Government will be pleased to consider applications from intending persons or companies for concessions which they desire from Government in the case of any particular industry or industries they propose to start. All other relevant information likely to assist the applicants in the formulation of practical schemes will be made available.

In considering applications for concessions, etc., preference will be shown to Joint Stock Companies formed for the purpose of starting any concerns providing for a reasonable part of the share capital being thrown open for subscription within the State.

It should be distinctly understood that in granting any concessions Government will not guarantee the success of any concern.

G. O. No. 7189—I. & C. 347-20-2, dated 3rd February 1921.

Industrial Crops.

CONCESSIONS FROM GOVERNMENT.

The Government of His Highness the Maharaja of Mysore are anxious to afford reasonable facilities for the development of tracts in the State which have till now not been, or been insufficiently, developed. With this object the Government have decided to make lands available to private individuals or companies willing to invest a large amount of capital for the growth of industrial crops and establishment of factories to deal with the raw materials.

The Government will therefore be prepared to consider applications for grant of lands from private individuals or companies. The grant of lands will be subject to the following among other conditions :—

i. The lands should be selected by the applicants.

ii. The grant will not be permanent but limited to definite periods as may be fixed according to the requirements of each case,

iii. If a Joint-Stock Company is formed to work the property, a specified part of the share capital should be thrown open for subscription within the State.

The exact nature of concessions will depend, however, upon the merits of each application.

Government will not undertake to give any guarantee as to the success of the concerns to be started. The applicants will be expected to employ their own experts to advise them as regards the selection of suitable lands, machinery, etc.

All reasonable help will be rendered by the officers of Government to applicants in selecting lands and making available other relevant information.

Persons or companies interested in undertaking such concerns are requested to apply to the undersigned who will also be glad to answer further enquiries.

7187—I. & C. 347-20-1, dated 3rd February 1921.

Industries and Commerce Department.

ANNUAL REVIEW FOR 1919-20.

Important measures passed or contemplated.—In accordance with Government Order No. Fl. 428-30—G. F. 27-15-20, dated 21st July 9199, sanctioning a scheme for a periodical auditing of the accounts of the con cerns under the control of the Department the new system of maintaining the accounts in the several factories under the management of the Department was introduced from 1st January 1920 and the accounts are being audited by an expert accountant from the Comptroller's office.

The Committee appointed to consider the best manner in which the Industrial Investment and Development Funds constituted in accordance with Government Order No. 12445-59-9—I. & C. 286-18-3, dated 28th June 1919 submitted its report during the year, and this report has been further considered by the Special Committee appointed to examine the position of the Mysore Bank. The subject is under the consideration of Government who will shortly issue orders on the whole question of Industrial Finance.

The question of handing over to private enterprise such of the concerns as have been working successfully during the last two years is engaging the attention of Government. The question of reorganising the Department as a whole to meet the requirements of changed conditions of Industries and Commerce is also under the active consideration of Government.

Industrial concerns under the control of the Department.—During the year, 1,665 work orders were received in the workshop, of which 1,375 were completed. The total sales amounted to Rs. 1,55,825. An entire Rice Mill was manufactured in the workshop and demonstrated during the Dasara Exhibition of 1919 and it is reported to have been sold to a private gentleman who has undertaken to establish a Rice Mill at Challakere. A large stock of iron ploughs manufactured in the workshop and remaining undisposed of has since been ordered by Government to be sold at half price. The designing of a plough suited to local conditions and manufacturing it on a large scale to meet local

Central Industrial Workshop.

wants is being considered in consultation with the Director of Agriculture. Standardisation of work in the Foundry Section, and the manufacture of pipes and water-supply and sanitary fittings are being attempted.

District Workshop.

During the year under review, the District Workshop at Shimoga was completed. The total cost of buildings and machinery, etc., amounted to Rs. 13,923. The work was commenced in April 1919. Seven apprentices are under training in the workshop. The receipts amounted to about Rs. 2,500 and the revenue expenditure to Rs. 4,500. Government have sanctioned the establishment of similar workshops at Tumkur, Kolar and Chitaldrug. Construction work in Tumkur and Kolar is in progress and a site for the workshop at Chitaldrug has been selected.

Government Soap Factory.

The glycerine extraction plant ordered from England is ready for shipment and is expected to arrive shortly. A duplicate set of soap-making plant and a causticiser manufactured in the workshop were added to the Factory. This has enabled the output of the Factory to be increased. During the year washing and toilet soaps of the value of about Rs. 45,000 and Rs. 68,000 respectively were manufactured and delivered to the Agent.

Government have observed that sufficient attention is not being paid to the maintenance of sufficient stock of raw materials required for the factory always on hand and that as a consequence the monthly output is not maintained at a uniform level. It is also necessary to employ some means whereby the proportion of output to a certain quantity of raw materials used may be easily determined. These matters deserve the early attention of the Director.

Metal Factory.

Some additional machines were purchased for the factory and the whole plant was rearranged and re-erected during the year to economise space as far as possible. Government sanctioned a sum of Rs. 50,000 for the purchase ot pressing and punching machines, spinning heads, etc. Work was standardised in the Factory and as a result the annual output which was Rs. 7,250 in October 1919 increased to Rs. 76,500 at the end of June 1920. The total output for the whole year was Rs. 1,05,746. Arrangements for dealing with scrap, referred to during the previous year, were completed during the year under review. The brass foundry is now dealing with about 100 pounds of scrap every day. Attempts are being made to supply the requirements of various Government Departments in the shape of aluminium ware, scientific instruments, locks, etc.

In the course of inspection of the Metal Factory it was found that the system employed for placing finished goods on the market was defective. Government have since passed orders appointing a Sole Agent for the Factory on the recommendation of the Director.

Government Weaving Factory.

Three hundred and sixty two looms worked during the year in the Weaving Factory, the monthly average being about 30 looms. The total output amounted to Rs. 59,585'5 Power Looms were added to the Factory and are reported to have given encouraging results. A Dyeshed was also added to the Factory and all coloured yarns required for the use of the Factory were dyed locally. In the Hunsur Rug Factory, which was further continued for another term, rugs and blankets of the value of about Rs. 19,000 were manufactured. Simple machines were designed for reeling, winding and twisting silk. The proceeds of looms and loom parts sold during the year amounted to Rs. 24,000. Ten students were trained in the

demonstration classes and three of them have taken to weaving on improved methods on their own account. Weaving demonstrations were carried on in the districts with the aid of 11 demonstrators and 155 weavers were trained in working with improved looms.

Army Blankets.

The accounts regarding the supply of blankets to the Indian Munitions Board were finally adjusted during the year. The transactions have resulted, allowances being made for bad debts, etc., in a profit of nearly Rs. 6,000. The manufacture of a better variety of rugs is being attempted as also of cheap blankets used by the labourers on the coffee estates, etc.

The Art Workshop.

The formation of a separate Art Workshop was sanctioned during the year. The Art Workshop is divided into seven sections, *viz.*

1. Sandalwood and Ivory carving.
2. Ivory-inlaying
3. Wood-carving
4. Instrument section
5. Copying work
6. Brush work, and
7. Rattan work.

The workshop employed 92 workmen and 82 boys were under training. The total output during the year amounted to nearly Rs. 34,000. Articles of fine workmanship were manufactured and supplied for the use of the Viceregal Camp. The requirement of educational institutions in respect of scientific instruments, etc., was also complied with.

Arts and Crafts Depot.

Sample consignments of articles received for sale in the Depot were sent to England and several orders for local manufacturers were obtained. The sales during the year amounted to Rs. 36,500. The Depot has now been placed on a self-supporting basis.

Sugar-cane Mills.

None of the Mills were working during the year owing to the fact that no sugar-cane was available in the locality, the agriculturists having substituted paddy for sugar-cane on account of the high prices prevailing in the market for that commodity. It is regrettable to find that the attempts of the Department to demonstrate this experiment have not as yet met with any success. The Director is requested to report in what way the present situation might be improved.

Industrial Museum.

Action is being taken to have catalogues of machinery available in the Museum printed as also to demonstrate the working of machines built in the Central Industrial Workshop. Some of the Madras Firms are reported to have placed their machinery for sale in the Museum.

Manufacture of Porcelain.

Industries under investigation.—The work done by the Industrial Geologist has resulted in the locating of several rich kaolin deposits in the vicinity of Bangalore and experimental work carried on with the material available has proved the possibility of establishing a porcelain factory in the State. Government have in view the announcement to the public of certain concessions which they are prepared to grant in case of private enterprise coming forward to undertake the starting of the concern. The Industrial Geologist has also found a few deposits of fine clay in the Chitaldrug District and is now engaged in further investigations into deposits of asbestos and corundum.

Certain substantial concessions were granted to the Mysore Development Syndicate for the manufacture of essential oils and they are reported to have made satisfactory progress in the work. The Industrial Chemist carried out qualitative tests in regard to certain essential oils required for perfumery purposes in the Soap Factory. The results of the experiments are awaited.

Home Industries Institutes.

The proposals of the Director of Industries and Commerce regarding the reorganisation of the two Home Industries Institutes were sanctioned during the year. The reorganisation provides for the appointment of experts to train the home-workers, for creating better marketing facilities and supply of funds and raw materials to the workers. For this purpose the attaching of sale rooms to the Institutes at Bangalore and Mysore has been sanctioned and a working advance placed at the disposal of the Director.

Industrial takkavi loans

State-aid to Private enterprise.—Including 16 applications for loans pending at the beginning of the year 84 applications for Rs. 3,20,300 were dealt with in all during the year. Twenty-seven applications were registered and 39 applications for Rs. 2,16,200 were sanctioned. The loan of Rs. 20,000 sanctioned to Mr. Usman Khan of Bangalore for an Electric Laundry has not yet been utilised by him.

The Department was able to complete 20 out of 36 installations of machinery undertaken during the year, the more important of them being the cotton gins at Chitaldrug and Nanjangud, a rice mill at Challakere and two tile factories at Kolar and Sagar. The total number of power installations in all the districts at the end of the year was 176.

The total amount of loans disbursed from the commencement to date is Rs. 6,60,216 of which Rs. 2,43,636 have been recovered on account of principal and interest. The progress, however, in the work of collection of arrears and current demand cannot be considered as satisfactory.

During the year Government, on the recommendation of the Director and the Board of Industries and Commerce revised the rules relating to the grant of these loans. The period of repayment in the case of hirepurchase and other loans has been extended to seven and ten years respectively, while advances towards working capital are made repayable in five years. Having regard to the conditions of the money market the rate of interest was slightly raised for $6\frac{1}{4}$ to $6\frac{1}{2}$ percent.

Industries in receipt of State-aid.—The Director's report on the financial condition of the several industries in which Government have an interest or to which financial help has been rendered is awaited.

Work done by the Commercial Section.—The following statistical publications were compiled by the Commercial Section.

i. General level of prices of principal commodities.
ii. Review of Rail-borne trade statistics for 1918-19.
iii. Collection of statistics of Road-borne trade through 65 Ookads for 1918-19.

Of these the first two have been printed and published.

The Road-borne trade forms but a small fraction of the total trade of the State. The information now compiled being of an isolated character does not admit of any comparative study of statistics. The question of introducing the registration of road-borne trade statistics is engaging the consideration of Government.

Some attempts have been made to collect information on various subjects in the Bureau of Commercial information. But the methods employed

at present for collecting and disseminating information of value require considerable improvement. The report of the Deputy Director does not state the number of enquiries received and answered by the Bureau.

Commercial Museum.

The Museum was transferred from the Exhibition Buildings to a rented building nearer the busier parts of the Mysore City. The housing of the Museum however is defective. No information is forthcoming as to the number of visitors to the Museum, enquiries received and orders registered. No attempts appear to have been made to print a descriptive catalogue. The observations made by Government in their review on the previous year's working of the section as regards the importance of work of this section do not appear to have been attended to.

Government regret to observe that the work done by the Commercial Section during the year has not been of an appreciable character. No programme of work has been followed and the services of the Commercial Assistants are not being suitably utilised. The question of reconstituting this section of the Department on more practical lines is engaging the active consideration of Government.

Conclusion.—The work turned out by the Industries and Commerce Department during the year under review confined itself for the most part to carrying on the Government concerns and improving their commercial possibilities. The work in the districts should receive greater attention and the State aided concerns and installations should secure greater assistance and support from the Department in future. Investigations have to be vigorously pursued into questions vitally connected with the development of larger industries and greater activity should be shown in the work of the Commerce Section so as to make it really useful to the public. The more or less experimental lines of work followed till now must necessarily result in disappointments and failures in some instances, but there is no reason for doubt that the Department has done solid good work in the past and when reorganised in the light of experience gained to suit the growing needs of the State and meet the demands for further expansion and development it will be able to show a substantial progress and achieve practical results in all directions in future years.

No. 810666—I. & C. 241-20-2, dated 25th February 1921.

PUBLIC WORKS.

Electrical Department.

GOVERNMENT REVIEW ON THE REPORT FOR 1919-20.

The modified grant sanctioned for the Capital and Revenue Expenditure stood at Rs. 13,07,000 and Rs. 10,89,000, respectively. The expenditure incurred during the year 1919-20 amounted to Rs. 22,21,444 as shown below :—

	Rs.
(1) Capital account (39 Electric works) ..	10,12,077
Telephone extensions	692
Total ...	10,12,769
(2) Revenue expenses—	
Working expenses	10,90,561
Depreciation charges	48,431
Telephone maintenance	10,717
Jog Falls, Survey, etc.	58,966
Total ...	12,08,675
Grand Total ...	22.21,444

In addition to the above items, works aggregating Rs. 81,187 in cost were carried out by the Electrical Department for other Departments, Municipalities and other private bodies. They are treated as contribution works.

Capital Expenditure.—The actual expenditure incurred under this head was Rs. 10,12,769 against the sanctioned grant of Rs. 13,07,000, resulting in a net lapse of Rs. 2,94,231. This amount is made up of as under :—

		Rs.
Excess under suspense		3,20,529
Excess under works	5,92,452	
Tramways	7,000	
Telephones	15,308	
Total ...	6,14,760	
Net lapse		2,94,231

The excess under suspense was due to non-adjustment of the minus provision of Rs. 1,61,000 made in the Budget as well as a fresh debit to the extent of Rs. 1,59,529 to the head.

Lapse.—There was a lapse of Rs. 3,34,000 against the grant of Rs. 4,90,000 sanctioned for the VI Installation during the year. This was due to materials ordered and received for the works having been taken on

to "stock" as they were not used for the works during the year and slow progress of work due to difficulties of procuring labour and influenza epidemic in the locality, etc. The lapse of Rs. 15,038 against the grant of Rs. 16,000 sanctioned for the extensions of telephones was due to extensions having been ordered to be held in abeyance pending the thorough overhauling of the system.

The excess over and lapse above Rs. 50 under a few other items are of minor importance.

The items of works accounted for under "Capital Expenditure" are given in the Chief Electrical Engineer's report attached.

Revenue Expenditure.—The grant and outlay under this head stood at Rs. 10,89,000 and Rs. 12,08,675, respectively, as shown hereunder resulting in an excess of Rs. 1,19,675.

The classification of revenue expenditure of Rs. 12,08,675 under main sub-heads as compared with the past two years will be as follows :—

	1919-20	1918-19	1917-18
	Rs.	Rs.	Rs.
Working expenses	6,40,343	5,46,207	4,91,324
Amount credited to Depreciation Fund ...	4,16,982	4,07,175	3,77,182
Amount debitable to Suspense Account ...	33.236	35,637	8,093
Expenditure debitable to Depreciation Fund.	48,431	3,30,963	92,551
Maintenance of Telephones	10,717	...	...
Miscellaneous Electrical expenditure ...	58,966	...	...
Total ...	12,08,675	13,19,982	9,69,150

Revenue.—The revenue receipts from the Cauvery Power Electrical works for the year 1919-20 amounted to Rs. 22,90,783, as against Rs. 26,81,559 during the preceding year. This decrease is primarily due to the fall in the exchange value of sterling revenue, resulting in reduction of revenue from the Gold Mining Companies for the power supplied.

A sum of Rs. 1,52,235 was credited out of the revenue to the Krishnarajasagara Scheme in accordance with G. O. No. Fl. 1681-4—G. F. 217-16-2, dated 30th August 1919, fixing the apportionment of revenue.

The gross revenue to the credit of Cauvery Power Electrical works was Rs. 21,38,548, after deducting the working expenses and the amount debited to suspense account the net revenue from the scheme was Rs. 21,38,548—6,40,343—33,136, *i.e.*, Rs. 14,64,969 as against Rs. 17,50,685 during the year 1918-19.

The percentage of net revenue on the total capital outlay for the year under review was 11·2 as against 8·4 during 1918-19 and 11·3 during 1917-18.

A summary of the financial results of the working of the Electrical Department to end of 1919-20 is given below :—

	Rs.
Capital outlay to end of 1919-20	1,30,50,499
Gross earnings from power supply to end of 1919-20 ..	3,36,93,404
Accumulated Interest on Depreciation Fund	12,16,024
Total ...	3,49,09,428

	Rs.
Working expenses including suspense	66,90,337
Depreciation Fund	50,26,924
Interest at 4 per cent on Capital Outlay	62,38,802
Amount credited to Krishnarajasagara Works from 1916-17 ...	12,95,465
Total ...	1,92,51,528
Net profit for 18 years from 1902-03	1,56,57,900
Average per year	8,69,883·3
Average for 1918-19	8,83,268·8

NOTE.—The total amount at the credit of the Depreciation Fund and the total charges debited thereto at the end of 1920-21 were Rs. 50,26,934 and Rs. 6,65,739 respectively.

The reduction in the average is due to loss in revenue on account of high rate of exchange as stated above.

The number of interior lighting installations in the State served by the Cauvery Power has been increased from 3,928 in 1918-19 to 4,790 in 1919-20.

A comparative statement for the past three years is given below:—

	Stations	1917-18	1918-19	1919-20
1.	Bangalore City	1,337	1,454	3,871
2.	Civil and Military Station ...	1,651	1,818	
3.	Mysore City	569	656	901
4.	Kolar Gold Fields	...	...	18
	Total ...	3,557	3,928	4,790

A similar increase was noticeable in the number of street lights, as it rose from 3,848, in 1918-19 to 4,232 in 1919-20. Their distribution according to the places served is as follows:—

Bangalore City and Civil and Military Station ..	2,590
Mysore City	1,487
Kolar Gold Fields	155
Total ..	4,232

At the end of the year under report there were 176 power installations in all as against 134 in the previous year. Of these 123 were in the City and the Civil and Military Station, Bangalore, 51 in Mysore City and 2 on the Kolar Gold Fields.

The total quantity of power generated during the year was 112,047,210 units as against 102,530,000 units during the previous year, showing an increase of 9,517,210 units.

E. D. S. 632-6-12—A, dated 18th February 1921.

GEOLOGICAL.

Department of Mines and Explosives.

REVIEW ON THE REPORT FOR 1919-20.

The Department of Mines and Explosives, which was part of the Department of Mines and Geology was formed into a separate department during the year and Dr. W. F. Smeeth who was formerly Director of all these Departments, was placed on special duty, while the administrative control of the Department of Mines and Explosives was placed in charge of Mr. R. Bocquet, Chief Inspector of Mines. The Inspector of Explosives was divested of the duties of the Deputy Inspector of Mines so that he might devote greater attention to the statutory inspections of explosives, etc.

This review is confined to the purely administrative aspect of the Department of Mines and Explosives, while the revenue aspect is dealt with in the review of the Department of Geology.

Inspection of Mines.—During the calendar year, the number of persons employed in the mining industry was 26,151 as against 26,371 in the previous calendar year. Of these, 24,409 were employed in gold mining against 24,517 in the previous year.

The number of accidents reported for the year 1919 was 208 against 158 during the previous year. Of these accidents, 54 were fatal, 147 serious and 7 non-mining. The number of fatal and serious accidents was therefore 201 being at the rate of 7·69 per one thousand persons employed as against 150 or a rate of 5·69 per one thousand persons employed during the previous year. The number of persons killed in 54 fatal accidents was 68. The mortality was thus 2·60 per one thousand persons employed as against a mortality of 2·69 per one thousand persons employed during the year 1918.

There were 8 individual accidents involving 2 or more fatalities, 3 of these occurring at the Mysore Mine, 1 at Champion Reef and 4 at Ooregum. In these 8 cases, 22 persons lost their lives, the three most serious accounting for 3, 3 and 6 fatalities respectively.

Twenty-seven persons were killed in 15 accidents due to rock burst, the corresponding figures for the previous year being 13 and 10.

Five persons were prosecuted for breaches of the Mines Regulation and the rules thereunder and four of them were convicted and one acquitted. Twenty persons were departmentally punished for less serious offences connected with 18 accidents by fines or by the cancellation or suspension of certificates.

The scheme regarding the payment of compensation to persons for injuries caused to them in accidents is stated to have worked satisfactorily, the amount paid in such cases was Rs. 77,865-7-0.

Of 538 candidates who qualified themselves for certificates, 353 were for Mestris, 169 for Blasters, 8 for Engine Drivers of the 1st class and 8 for Engine Drivers of the 2nd class.

No. G. 12671-3—Geol. 47-20-3, dated 4th January 1921.

LOCAL SELF-GOVERNMENT.

Mysore District Board.

GOVERNMENT REVIEW ON THE REPORT FOR 1919-20.

Ninty-eight Local Boards were working in the District during the year as shown in the margin. The District Board was reconstituted during the year, the strength of the Board being raised from 30 to 45.

1. District Board.
13 Taluk Boards.
84 Village Panchayets.

Attendance and Meetings.—The District Board held 7 meetings during the year, while the Taluk Boards with the exception of Heggaddevankote, Gundulpet, T.-Narsipur, Seringapatam and Nanjangud Taluk Boards held more than the six meetings prescribed under the rules. The attendance of the official and the non-official members in the District Board was 6·1 and 24·8 respectively, while that of Taluk Board was 1·9 and 7·47 respectively.

Village Panchayets.—Out of 220 Village Panchayets authorised to be constituted only 84 Village Panchayets have been formed with the exception of five Village Panchayets which held 12 meetings, during the year, none of the others held the prescribed number of meetings, while some held no meetings at all. This is both disappointing and unsatisfactory.

Finance —The total income during the year was Rs. 3,45,657 as against Rs. 3,18,586 in the previous year, thus showing an increase of Rs. 27,072 which is mainly due to adjustments of deposit items and increase under local cess and better collection under mohatarfa. The total expenditure was Rs. 2,24,263 as against Rs. 1,18,978 in the previous year, showing a net increase of Rs. 42,285 which was due to larger outlay under Public Works, payment of allowances, etc. The closing balance at the end of the year mounted to Rs. 7,52,933. The total demand including arrears was Rs. 3,52,358 of which a sum of Rs. 3,45,657 was collected during the year leaving a balance of Rs. 94,794 uncollected. This is capable of improvement. Under house tax, including mohatarfa, a sum of Rs. 82,456 is shown under arrears and the President is requested to issue necessary instructions to the local authorities concerned for the prompt collection of these arrears.

Public Works.— Out of the sum of Rs. 1,59,198 allotted under "A.P.W" a sum of Rs. 99,329 was expended during the year allowing a heavy lapse of Rs. 59,869. Under " B.P.W" a sum Rs. 11,553 was spent out of a total allotment of Rs. 50,000. The reason assigned for this is that the non-entertainment of a District Board Engineer greatly hampers the progess of the works. This question is engaging the attention of Government. The President is requested to see that the incomplete works are first completed before new works are started. That such heavy lapses have been allowed to occur is unsatisfactory and is indicative of very slack supervision.

Water-supply.—Twenty-one new wells were sanctioned in addition to the 147 incomplete wells shown in the beginning of the year. The total outlay was Rs. 6,998. Twenty-six wells were completed during the year. It is hoped that better progress in this respect will be shown in the current year.

Vital Statistics.—The number of births and deaths during the year was 14,872 and 15,385 against 13,436 and 45,628 respectively in the previous year. The total number vaccinated was 18,832 as against 25,574 in the previous year.

No. R. 7453—L. B. 68-20-15, dated 23rd December 1920.

Local Self-Government Conference.

Government observe that, in 1915, when the first Local Self-Government Conference was held at Mysore in accordance with the Government Order dated 25th February 1915, initiative was taken by the local bodies and municipalities themselves and that it is also desirable that further action now is taken by these local bodies themselves. If a Conference is held and the Bangalore City Municipal Council takes all the necessary action in the matter as the Mysore City Municipal Council did in 1915, Government will, on a specific reference being made, render such assistance as may be necessary to make the Conference a success.

No. 9418-37—Ml. 180-20-2, dated 24th February 1921.

MISCELLANEOUS.

The Gardens Department.

REVIEW ON THE REPORT FOR 1919-20.

Economic and Experimental work.—Though the general work in connection with the maintenance of gardens was carried on in a satisfactory manner, yet economic work such as the care of newly introduced plants, nursery work and experimental work did not receive much attention until Mr. Krumbiegel resumed charge of the Department Special efforts were made by him however during the latter part of the year to resuscitate this important section of the work by sending requisitions to all important Botanical Institutions for plants to replace those that were lost ; by putting the nurseries as well as the seed testing and fumigating houses into proper working order again ; by putting the propagating house, the glazed frames and glass covered plant shelters in thorough repairs and filling them again with young stock and by restocking the ornamental and botanical collections and filling the beds and newly built open frames with fruit trees.

The Seed Depot.—The sale proceeds during the year were Rs. 5,655-9-9 against Rs. 6,732-1-1 of the previous year. The stocking of imported seed was made difficult during the war but regular supplies have since been arranged for and with the improvements to the nursery, the demands of the public are being more fully complied with.

Fruit Cultivation.—This received renewed attention. The laying out of a trial orchard and fruit nurseries are under the consideration of the Department. As usual, many plants were imported and propagated, the chief among them being a hybrid between the custard apple (Sitaphal) and the Cherimoyer. The Butter fruit imported from Hawaii fruited for the first time and is a great improvement on the common seedling variety found in India.

Horticultural School.—The fourth batch of students passed out in October last and no fresh students were taken on as the school was ordered to be closed. There were 7 students for the Mali Classes, of whom 4 completed the course. One left it and the other 2 continue in the present batch as they came late for training. Though there is demand for Malis, the school does not seem to be as well attended as it ought to be, owing probably, to the fact that boys of the Thigalar class from the districts for whom the school is mainly intended are averse to leaving their houses and coming all the way to Bangalore to join the school.

Lal-Bagh.—This garden maintained its popularity as in previous years, the daily attendance of visitors being on the increase. Though the rainfall was much below the average, it is satisfactory to note that the garden was kept in proper condition.

Horticultural Shows.—As usual, the Summer and the Winter Horticultural shows were held on the 1st Saturday in the months of August and February at an interval of six months. The quality and quantity of the exhibits were up to the average. The gate collections amounted to

Rs. 2,299-8-0, while the expenditure came to Rs. 2,813-12-6. These half-yearly shows are becoming more and more popular every year as can be judged by the increasing attendance of the public.

Improvements.—Several improvements were carried on during the year, including the repairing and maintaining of the roads and paths. The seed testing room which was out of use for the past five years, was rebuilt with glass roof and wirenet frame over it. The cistern which was at the main gate was removed and in its place two round ornamental masonry Flower Beds were put up on either side, thus affording room for traffic and also a fine central view of the garden. The work of improving and extending the ornamental terrace which had been under correspondence for a long time was completed during the year. It forms a substantial improvement and the new cistern in front with its rockery and water display enhances the beauty of the scene.

Zoological Collection.—Additions have been made in this section either by purchase, donations, exchange or births in the Menagerie. The purchases were two lions from Bhavanagar, two monkeys and one ant-eater. Among births may be mentioned a litter of four lion cubs in the Menagerie.

The Cubbon Park.—This has also become very popular in recent years and is resorted to by the public to a large extent. It is maintained in good order and several improvements were effected during the year to add to the convenience of visitors and to improve the general scenic effect. The Band Stand in the middle of the Park has become a centre of attraction and is resorted to on Band evenings by a large concourse of visitors of all nationalities. The King Edward Statue was installed during the year and was unveiled by His Excellency the Viceroy and Governor-General of India. The work of maintenance and special repairs to roads in the Park was transferred from the Public Works to the Gardens Department during the year. The establishment of the Park was revised during the year and a whole-time Overseer was appointed.

Gardens at Mysore and Seringapatam.—The Parks and Gardens at Mysore City and Seringapatam were satisfactorily maintained during the year.

Sunkal Tank Farm.—Though there was a sufficient fall of rain yet for want of sewage distribution, the Farm suffered to a little extent. The distribution channels were repaired during the year. The total income was Rs. 4,754-13-0 and expenditure amounted to Rs. 8,707-10-10 out of which Rs. 2,513-11-7 were spent on improvements. Government note with satisfaction that the income of the Farm has doubled itself when compared with the previous year's realisations. They trust that, before long, the income will be further increased so as to make the farm self-supporting.

Expenditure.—The total expenditure on the Gardens Department during the year amounted to Rs. 1,30,906-12-6 against Rs. 67,218-3-4 for 1918-19, of which Rs. 68,013-9-0 was for improvements and Rs. 62,893-3-6 for establishment. The total receipts under all heads were Rs. 13,238-11-4 so that the net expenditure over the department was Rs. 1,17,668-1-2.

Hill Stations.—The Nandi Hill Station continued to grow in popularity. Owing to the prevalence of plague and cholera and the reduction of Military strength in Bangalore the number of visitors showed a slight decrease from 872 during the last year to 826. The income under all heads amounted to Rs. 3,084-2-5 against Rs. 3,923-2-3 in the previous year, while the expenditure was Rs. 15,176-6-7.

The other Hill Stations could not be improved on account of financial stringency.

No. G. 10656-7—G. M. 78-20-5, dated 30th November 1920.

PART II.—Books, Pamphlets, etc., issued by Government Departments (Mysore).

The Mysore Land Mortgage Association.

BYE-LAWS.

1. This Association shall be called the Mysore Land Mortgage Association.

2. The office of the Association shall be situated at Bangalore.

3. The object of the Association is to grant loans to members.

4. The liability of the members of this Association shall be limited to the value of the shares held by them in the Association.

5. There shall be 20,000 shares in the Association of the value of Rs. 50 each.

6. Membership of the Association is open to every subject of His Highness the Maharaja of Mysore who is legally capable of entering into contract and to every registered Co-operative Institution.

7. Every member of the Association must take at least one share and no member can own more than 100 shares in the Association.

8. Shares are not withdrawable nor transferable except with the sanction of the Association.

9. The funds of the Association shall include share capital, loans, deposits, grants and other miscellaneous items, but at no time shall the liabilities of the Association exceed the sum of Rs. 50,00,000.

10. The Association shall not grant loans below Rs. 1,000 nor above Rs. 5,000 ordinarily, provided that where a loan is granted to a Co-operative Society for the use of its members, the amount of the loan shall not exceed Rs. 20,000.

11. Loans granted by the Association shall bear interest not exceeding 7 per cent per annum except for short-term Loans under Bye-law 15.

12. Loans granted by the Association shall be repayable in equal yearly instalments not exceeding 30. Nothing in this bye-law shall be considered to preclude the borrower from repaying his loan wholly or in part in cash or in mortgage.

13. The loan and the interest shall be discharged by a system of equated payments.

14. The working expenses of the Association may be recovered by the levy of a charge not exceeding half per cent per annum on the loans granted by the Association.

15. Loans shall be granted by the Association only on the mortgage of immoveable property except in the case of short-term loans which may, on suitable security, be granted for working expenses.

16. Loans granted by the Association shall not exceed 60 per cent of the value of the property which is mortgaged to the Association on account of those loans.

17. The valuation of the properties offered as security for loans shall be made by the Association in accordance with subsidiary rules to be framed in that behalf.

18. Loans granted by the Association shall not be liable to be recalled so long as the annual instalments and other charges due thereon are duly paid, provided that if a loan is utilized for a purpose different from that for which it was granted, or if the property on which it is secured is, in the opinion of the Association, allowed to diminish in value, the loan shall be recalled without reference to the terms on which it is granted.

19. Loans are also liable to be recalled—

(i) If, after the grant of a loan, the information obtained regarding the property, the charges thereon and the rights of disposal thereof is found to be incorrect.

(ii) On the retirement of the borrower from the Association.

(iii) If the debtor remains more than one year in arrear with a payment due.

(iv) If for any reason the debtor ceases to be a member.

20. If, in any case, not expressly provided for above, the Board of Management consider that a debt is in danger, they shall recall the loan with the approval of the Registrar of Co-operative Societies.

21. When a loan recalled by the Board of Management is not repaid within six months from the date of recall, the Directors shall, in the exercise of the authority vested in them under bye-laws 18 and 19, order a foreclosure of the mortgage and shall also have the power of distraint in the case of short loans. These orders shall have the same effect and shall be executed in the same manner as if passed by a competent Civil Court.

22. The Association may raise loans by the issue of mortgage bonds bearing interest not exceeding 6 per cent per annum and liable to be redeemed at such period not exceeding 30 years as may be prescribed by the Association.

23. Mortgage Bonds shall not be issued except with the previous sanction of Government and they shall be in such form and contain such covenants and provisions as the Association may, with the previous sanction of Government, prescribe in this behalf.

24. The Association shall draw for redemption by lot, as many mortgage bonds as its financial condition permits, or if the Association deems it preferable, it may repurchase its bonds instead of drawing them by lot.

25. The Association shall be at liberty to effect a reduction in the rate of interest payable on any series of mortgage bond provided that option is given to the holders of such bonds to accept payment in cash at par value.

26. The administration of the Association shall be vested in the following:—

(1) Board of Management.
(2) Board of Supervision, and
(3) The General Meeting of the members of the Association.

27. Members of the Board of Management and of the Board of Supervision must be members of the Association, provided that the Government of His Highness the Maharaja of Mysore shall have the right to nominate two persons to the Board of Supervision, and one to the Board of Management, whether members of the Association or not.

28. The Board of Management shall consist of seven members, six of whom are elected by the Members and one is nominated by the Government of Mysore.

29. The Board of Supervision shall consist of seven members, five of whom are elected by the general meeting and two are nominated by the Government of Mysore.

30. The Board of Management shall administer and conduct the affairs of the Association, prepare and issue agreements, declarations, etc., represent the Association by one of its members selected for that purpose at all legal proceedings. It shall also appoint, control and dismiss officials like book-keepers, cashiers, clerks, local agents, etc.

31. The Board of Supervision shall control and supervise the conduct of business by the Board of Management. In particular it will—

(1) cause the accounts of the Association to be audited at least twice a year by two of its members, who receive and pass the accounts of the Board of Management;

(2) present to the General Meeting a statement of accounts;

(3) prepare all instructions necessary for the carrying out of these bye-laws;

(4) settle the principles of land valuation;

(5) authorise the issue by the Board of Management of mortgage bonds; and

(6) decide appeals against the decision of the Board of Management.

32. The business transactions of the Association shall be supervised by the Registrar of Co-operative Societies.

33. The Registrar has the right—

(i) to require the summoning of a General Meeting;

(ii) to be present at the proceedings of the General Meeting as well as at the meetings of the Board of Management and the Board of Supervision; and

(iii) to inspect the books and the cash balance of the Bank at any time.

34. The accounts of the Association shall be audited at least twice a year by a duly certified auditor or by an officer deputed by the Mysore Government.

35. All other matters concerning the organization and the working of the Association, as well as the remuneration, if any, which the Board of Management, the Board of Supervision, the local agents and the auditors are to receive shall be fixed by Regulations to be framed by the Association. The Regulations shall require the approval of the Government of Mysore.

36. A reserve fund shall be formed by the Association. To this shall be carried—

(1) a sum not less than 10 per cent of the net profits of every year;

(2) the interest on the capital of this fund;

(3) amounts not claimed; and

(4) produce of drawn and expired mortgage bonds.

37. Except so far as is expressively provided for in these bye-laws, the Association shall be bound by the provisions of the Law on Co-operative Societies in Mysore.

The General and Revenue Secretariat Library.

RULES.

In modification of the rules published in the *Mysore Gazette* of 13th July 1916, Part I, page 542, and in accordance with Government Order No. 1545-1594—E. A. G. 84, dated 25th November 1918, the following rules regulating the admission into, and the loan of books, etc., from, the General and Revenue Secretariat Library, are published for general information :—

1. The Library will be open on office days from 11 A. M. to 5 P. M.

2. The Library will be opened to Gazetted Officers of all Departments, Chief Superintendents and Superintendents of the General and Revenue Secretariat, Members of the Legislative Council and the Economic Conference and also to such non-official gentlemen as get their names registered for the purpose, with the approval of the Chief Secretary. It will be open to the officials of the Secretariat also between 2-30 and 3 P. M.

3. Books of which duplicate copies are not available, will not be lent out of the Library premises, except for official reference in the General and Revenue Secretariat. Books available for lending will also be sent by post to Gazetted Officers in the mofussil, on receipt of a duly signed requisition in the prescribed form and a registration fee of 3 annas in each case. Requisitions for books should be on a printed form prescribed for the purpose.

4. The time allowed for retention of books shall be one week for those in Bangalore, and ten days for those in the mofussil.

5. Books required for official reference in the General and Revenue Secretariat will be lent to officials of the Secretariat on requisitions countersigned by the Branch Superintendents. Not more than one book for reading will be lent to officials on similar countersignature.

6. The Librarian will register the requisitions in the Library Register.

7. When books lent out are not returned within the prescribed time, the Librarian will issue a notice in the prescribed form recalling the books.

8. The borrower shall be responsible for the value of the books lent out to him if they have been lost or mislaid or otherwise cannot be returned to the Library after such recall. The presence of the voucher with the Librarian shall be considered sufficient proof of such non-return.

9. An up-to-date catalogue of the books in the Library will be maintained for the reference of visitors. A printed copy of the catalogue will be supplied to all the Officers of the General and Revenue Secretariat and to such others referred to in Rule 2, as may ask for the same. A quarterly supplement of additions will be issued to all those to whom a copy of the catalogue has been supplied.

The following classes of publication are laid on the Library table :—

(*a*) News papers and magazines—Indian and Foreign.
(*b*) Pamphlets issued by the Madras Publicity Bureau.
(*c*) ,, the Director of Information, Bombay.
(*d*) Publications issued by the Government of India.
(*e*) Madras Government Orders.
(*f*) Civil Lists of the several Provinces of British India.
(*g*) Parliamentary Debates.
(*h*) Debates of the Council of State and Legislative Assembly.

DEPARTMENT OF AGRICULTURE.

Cattle Breeding.

The advantages of breeding good cattle :—

1. Good cattle command good prices, the demand for good animals is increasing and the price is steadily rising, whereas for ordinary and poor animals there is no increased price.

2. Good bullocks do more work and do it more willingly so that less are necessary to do the work than where small scrubby animals are used.

3. A smaller number of animals means more feed for each animal, which will therefore do better.

4. The amount of manure depends upon the amount of feed. A well fed animal will give more manure than one which is badly fed, and 10 well fed will give as much as 50 half starved.

5. Good cows, well fed, give better calves and raise them better and give more milk. This means better families.

6. The breeder and owner of good animals, is well respected by his neighbours, looked up to by them. He is also of more use to the State and shows a more patriotic disposition.

7. Cost of breeding good animals is the same as of breeding scrubs, and the returns are better. All that is called for is a little extra care and the use of common sense.

How to Improve our Cattle.

1. Use good bulls. The bull is half the herd. A good bull gets good calves on good cows, fair calves on poor cows. A bad bull gets poor calves on good cows, and very bad calves on poor cows. Hence there is nothing to be said for him.

2. Castrate all poor bulls in the village. The herd is never safe when poor bulls are with them, and the good bull doesn't get a fair chance. The bull that makes a poor bullock will never get a good calf. The nearest Veterinary Inspector will do this work for you, free of cost, or apply to Superintendent, Civil Veterinary Department, Bangalore, for assistance.

3. Keep less cows, but keep them better. Feed the calves all the year round. One good calf is worth six poor ones, but doesn't need the food of six, nor any extra trouble. Do not keep more animals than you have feed for all the year. Weed out the poor cows and be glad if any one will buy them.

4. Do not neglect the heifer calves, they will be the mothers of your calves soon. Small mothers mean small calves. Help them to grow by feeding them well. They will then be fit to breed earlier, and be profitable sooner.

Concessions granted by Government.

1. A grant of Rs. 150 a year is made to any person maintaining a good bull, if it is used for service on outside cows.

2. Breeding bulls of a high grade may be had from the Amrut Mahal Department at a flat rate of Rs. 150 each, half of which will be paid by the District Board.

3. Land grants up to fifty acres, and cash loans up to Rs. 2,000 can also be obtained upon proper security for the purpose of stock raising.

These are opportunities not to be missed. Look into them. For full information apply to Deputy Commissioner of your district or to the Department of Agriculture, Bangalore. Do it now and get started. Why wait till you are old? Have a flourishing business to hand on to your children.

4. Bulls will be arranged to stand for service at a number of different places in the State to be shortly notified. Watch for the announcement in the papers.

5. The Civil Veterinary Department Officers help in all cases of injury and disease. Make use of its Members; they are there for the purpose. Co-operate with them in controlling disease and sickness, and safeguard your own and your neighbour's cattle.

Pony Breeding.

Yearly, large numbers of ponies are imported into Mysore for the requirements of traffic, whereas climatic conditions are such that the reverse should be the case, and Mysore should be a source of good stock to outside provinces as it was in times past. As a result, prices for even poor animals are very high, and no one in Mysore profits thereby, except the few who breed good animals. Furthermore, very poor and inefficient animals are used, to the despair of the driver, and the great distress of the animal itself. This can be rectified and good money returns realised by those who take pains and breed a better class of pony.

Better stock fetch better prices, but it costs no more to raise a good animal than a poor one. A fine pony is worth Rs. 1,000 while a wretched animal is worth Rs. 50. Both animals eat about the same amount of food, and cost about the same to keep. The one is properly built, moves easily, digests his food, and does his work without undue effort, while the other has crooked legs, and no lung room, drags his legs and kicks them togther while working, does less work, and life is a burden to him.

How much Special Care is needed?

1. The use of good stallions is essential. The great mistake is made in allowing indifferent stallions to cross any mare. Like produces like, and poor stallions produce poor colts. A good bodied horse with straight legs, well set under him will get a more useful and valuable colt than the pigeon-toed, herring-gutted and cow-hocked animals that are allowed to cover mares, and the mare can nourish and give birth to a good colt just as easily as to a poor one. The little extra trouble taken in breeding good horses is well repaid. Most of the indifferent breeding is done at pasture. Castration of poor stallions will prevent indiscriminate breeding and in no way lower the efficiency of the horse for work. Castrate your own and induce your neighbours to do the same. The Verterinary Assistant in your neighbourhood will do this for you on application.

Good stallions are accessible to the public at Kunigal Stud Farm and free service may be obtained there; and when application is made, and there is a sufficient demand stallions may be placed in the districts.

2. Feeding the young animal gives good returns for the extra cost, and better results than feeding an animal whch has been half starved during the stages of growth. The latter will never attain maximum growth, and never fetch a profitable sale price, nor will it be able to stand up to a day's work as well.

The above does not seem to call for much outlay of expense or extra trouble, and the results will certainly be worth the little trouble taken. Further assistance is also offered by Government to those who wish to improve their ponies and their own circumstances at the same time, loans on easy terms, access to pasture lands, as well as the use of first class stallions. Apply to Deputy Commissioner of your District, or to the Agricultural Department, Bangalore, for full particulars.

PART III.—Extracts.

AGRICULTURE.

Agricultural Department.

GOVERNMENT REVIEW ON THE REPORT FOR 1919-20.

Agricultural Education.—Mr. Plymen makes some interesting remarks on the subject of agricultural education. It must be admitted that the agricultural schools which have been opened at Chandkhuri in the Rajpur district and at Powarkhera in the Hoshangabad district are still in the experimental stage, and it has now been decided that no further schools beyond those already under construction should be opened until experience has shown more clearly what type of education should be given to attract the proper class of students. Mr. Plymen is perhaps right in his view that an attempt to introduce a uniform curriculum throughout the province would be a mistake and that it will be necessary to adopt the nature of the instruction given in the different schools to suit the stage of educational advancement of the tract which each is intended to serve. His Excellency the Governor, acting with the Minister, regards the establishment of such schools as a matter of much importance, and the Director of Agriculture should devote his serious attention, in conjunction with the officers of the Education Department, to evolving a suitable course or courses of study for them.

In experimental and demonstration work there is little to note. Work was continued on standard lines with good results, but, as Mr. Clouston said in his address as President of the Agricultural Section of the Indian Science Congress which met in Nagpur in January last, so far the great bulk of the work which has been done has dealt with the more obvious methods of agricultural improvement, and prolonged and detailed investigation must precede a further advance. With a larger staff of experts such investigation should now be possible. The rise in the price of all agricultural produce has put a new aspect on many agricultural problems. Many of the conclusions hitherto reached by the department will have to be reconsidered in the light of the new range of prices, for a process which is unprofitable with low prices may pay with high ones. Moreover, research has to some extent been perforce neglected in the past owing to the weakness of the superior staff, and a fresh impetus should now be possible. Work on the botany of cotton has already been started, although it has not yet been possible to recruit a Second Botanist and the First Botanist is still on leave after service in Mesopotamia. A beginning has also been made in the large field of mycological research, and it is hoped now that a permanent Mycologist has been appointed a serious attempt will be made to combat wilt in cotton and rust in wheat.

The services of an Agricultural Engineer have at last after much difficulty been secured, and an important programme of work lies before him in accelerating the adoption of improved implements, in investigating the possibilities of increasing the water-supply in tracts which periodically suffer from shortage and in deciding to what extent tractors can be usefully introduced into the province. Though progress in introducing modern implements has been considerable in the past, it has not been possible without the help of a trained Engineer to make that close study of local conditions essential to put the department in a position confidently to recommend an implement as exactly what is required for any particular class of work and to get it placed on the market at a price within the means of intending purchasers. It is beyond the sphere of the Department to undertake radical attempts to cure water difficulties by such measures as the deep boring operations which are contemplated in Berar, but the experience of other parts of India has shown that an Agricultural Engineer can do much to remedy local deficiencies by methods within the means of the cultivator, and the Director of Agriculture has wisely instructed the Agricultural Engineer to turn his attention early to the water problem. The small demonstration of tractors which was held at Nagpur during the session of the Indian Science Congress and the larger tractor trials held in the month of February showed how the typical black soil of the Nagpur Farm could be handled by mechanical means but left unsolved the practical question of what types of tractors are best suited for the different conditions of the different parts of the province. Still less did they prove that under the existing economic conditions tractors can be extensively introduced and made to pay by private owners or by associations of cultivators. The department now owns four tractors of different types, which are at work in Nagpur, Akola and Hoshangabad, and it proposes to hire them out to cultivators so as to demonstrate their possibilities. The first task before the Agricultural Engineer with respect to them is to adopt implements to suit them and to train men to work and tend them.

All the main cattle-breeds of the province are now represented in the department's cattle-farms, and it remains for it to strengthen its herds and to provide a regular supply of good stud bulls. In the resolution on the working of the Veterinary Department the importance of the early castration of inferior stock was emphasised, but it cannot be repeated too often that indiscriminate breeding is a serious cause not only of degeneration in the types of cattle but also of the spread of disease, and unless the cultivators support the efforts of the department to supply good bulls by seeing that they are properly used and by preventing breeding from inferior bulls, the work of the cattle-farms will be largely thrown away. In speaking of the Telinkheri and College dairy farms, Mr. Plymen mentions that in the herds owned by the Gaolis not more than half the animals give milk. The milk difficulty in Nagpur is more acute than ever, and if the rise in the price of food-stuffs teaches the local milk producer that he cannot hope to make ends meet with inferior stock and forces him to keep a better class of animals in his dairy herd, it will prove a blessing in disguise.

CO-OPERATIVE SOCIETIES.

Registrar's Report.

GOVERNMENT RESOLUTION FOR 1919-20.

[Punjab.]

During the year under review the co-operative movement continued to expand rapidly, and the total number of societies rose from 5,465 to 7,174, while their membership increased from 168,306 to 205,405. In agricultural societies while credit remains the chief type and object of co-operation, there has been a marked development in supply societies, while other societies have embarked on new and interesting enterprises. Societies were started for arbitration, consolidation of holdings, silt clearance, co-operative irrigation or brick-making, and reclamation of *chos*, among other objects; the success of such experiments should impress more than ever on the rural community the economic and social benefits of co-operation. The public is being gradually taught the lesson of self-help and the influence of the village money-lender who is naturally obstructive to any scheme interfering with his trade is slowly being undermined.

During the year 11 inspectors were added to the staff and one post of supply inspector was brought under reduction; so that there are now one honorary and 44 stipendiary inspectors in the Province. The total number of sub-inspectors is 229, of whom 49 are engaged on propaganda and supply work and 24 are working without any remuneration. The Local Government is glad to see that the staff is gaining the confidence of the people in an increasing degree, and that the inspectors are pursuing the study of rural economics with reference to special conditions in their various circles in order to equip themselves for the solution of various problems that may arise in the discharge of their duties. For the training of sub-inspectors and paid or honorary secretaries of societies special classes are being started under the supervision of the newly-sanctioned educational inspector.

The financial position of the Central Banks has improved. Their working capital has increased from 57·7 lakhs to 70·8 lakhs, the reserve fund amounts to 3·25 lakhs as compared with 2·9 lakhs last year, and the paid-up capital shows a slight increase of half-a-lakh to 10·7 lakhs. The concession of a refund to the societies of 75 per cent of the amount disbursed as money order commission on remittances between the societies and the central financing bodies has resulted in a much more rapid flow of capital; nearly 8 lakhs were thus remitted during the year under review. The directors of the Lyallpur Central Banks are to be congratulated on their efforts to visit constituent societies and supervise their working. Government will be interested to hear of the progress made in the scheme for the foundation of a provincial bank.

The number of Agricultural Credit Societies has risen from 5,087 to 6,614, and it is gratifying to note that in only 4 districts is the number of societies less than 100. The number of members has increased by over 30,000 to 176,763. Prompt payment of shares is insisted on, and the

arrears of instalments now amount to only a little over one lakh as compared with 4 lakhs three years ago. The loans advanced to members amounted to Rs. 67·18 lakhs, of which, if the figures collected for a number of societies are typical of the whole volume of transactions, 23·7 per cent was devoted to the purchase of cattle and 22·8 involving more than 15 lakhs of Rupees to the repayment of old debts. These figures throw an interesting light on the question of cattle losses and the cost of replacements and justify the Registrar's endorsement of the efforts being made in the Veterinary Department to improve the breed of cattle and to secure greater immunity from disease. The bye-laws of a large number of societies provide that instalments of shares will be paid only for ten years, after which share money will be returned and profits will remain indivisible for ever. As in most societies ten years old share money was returned during the year under review ; the paid-up share capital shows little increase.

Government agrees with the Financial Commissioners and the Registrar that no attempt should be made to confine different factions or different tribes in the same village to one society, for the maximum degree of homogeneity in membership is the best guarantee of smooth working and avoidance of feuds and dissensions.

Non-agricultural societies have increased from 172 to 240. In two years they have more than quintupled. Sixty of them are industrial, 68 are for credit, and 112 for supply. The dyers have started 8 societies, and the weavers' societies have increased from 38 to 49. The weavers' Central Co-operative Stores were patronised as usual by the North-Western Railway and made a profit of Rs. 6,700 on a turn-over of more than 9 lakhs. The towns do not possess that social organization which is a feature of the Punjab villages, and lack of mutual confidence is at present the chief obstacle to the progress of urban supply societies. The social reformer has here got a splendid opportunity for impressing the advantages of combination for mutual help. Government will watch with interest the success of such societies as the Mughalpura Industrial Settlement Supply Society, which has been started among the members of the criminal tribes located at the railway workshops.

The Registrar has given an interesting account of the large part that co-operation is capable of playing and has beaun to play in the consolidation of small holdings. The reduction in one village of the number of fields from 425 to 25 and the increase in their average size from 3 to 35 kanals is a striking testimony to its possibilites. Kilabandi in certain irrigated districts has already demonstrated the economic superiority of a compact block of land over scattered fragments of equal area, but kilabandi as practised by the Revenue Officer has only touched the fringe of the difficulties. A compact block fetches more rent and lends itself more easily to economic irrigation and to treatment by improved methods of agriculture. One owner whose 31 acres divided into 40 fields in 26 different places brought him a rental of only Rs. 6 an acre has now a single compact block of land renting at Rs. 10 per acre. Incidentally litigation which varies directly with the number of fields decreases. The Punjab is proverbially a litigious Province, but as the people have realised that proceedings in a court of law are protracted and expensive they may be expected to welcome a suitable substitute for the settlement of differences. The system of arbitration has been applied to disputes between societies and their members and the award of arbitrators has given no ground for complaint. It is to be hoped that under the tactful guidance of the department co-operators may agree in an increasing measure to their individual differences being referred to arbitration instead of by resort to the courts. If this

much-desired reform is achieved a large part of the wealth of the Province will be available for productive uses.

Cattle Insurance Societies are at present confined with one exception to the Rohtak district, but they are gaining in popularity. They have increased from 8 to 22. In order to save local societies from absolute collapse in the case of outbreaks of epidemic diseases a cattle re-insurance union has been formed. It will receive not more then one-half of the premium income of the affiliated insurance societies and will be responsible for the equivalent proportion of the indemnities which the affiliated societies are liable to pay to their members during the period covered by the premiums. The question of financial support to be given to such re-insurance unions is under the consideration of Government.

Registrar's Report.

GOVERNMENT REVIEW FOR 1919-20.

[Madras.]

The year under review witnessed a satisfactory increase in the number of all classes of societies. The number of central banks rose from 26 to 30 and of agricultural and non-agricultural societies from 3,082 to 4,218 and from 465 to 641 respectively. The total number of societies at the end of the year was 5,027, an increase of 1,351 societies, the percentage being 36·75. The increase in membership is 35·63 per cent, the average number of members per society falling from 68 in the previous year to 67 in 1919-1920. The number of agriculturists increased from 132,041 to 180,612 while that of non-agriculturists rose from 79,648 to 1,06,312, the percentage of increase working out to 36·78 and 33·48 respectively. There was an improvement in the admission of poorer classes. Tenant membership increased from 17,304 to 25,414 and field labourers increased by 6.463 from 4,173 to 10,636. It is satisfactory to note that the Panchamas are now being more freely admitted into the societies of caste men and that their number rose from 14,208 to 22,778, an increase of 60·31 per cent.

The share capital, reserve fund and working capital in the societies increased by 44·83, 18·9 and 29·17 per cent, respectively, and the net profit rose by 34 per cent. The total share capital, reserve fund and working capital were Rs. 50·25 lakhs, Rs. 17·42 lakhs and Rs. 394·24 lakhs as against Rs. 34·69 lakhs, Rs. 14·65 lakhs and Rs. 305·21 lakhs in 1918-19.

The total deposits attracted by the societies amounted to Rs. 153·97 lakhs against Rs. 122·05 lakhs in the previous year. The figures indicate a general and satisfactory expansion.

The Government consider however that these statistics would be of more value if they showed separately the figures of increase under members, share capital, reserve and deposits due to the formation of new societies, and the figures of increase due to the expansion of older societies. Gradual expansion in the older societies as well as the formation of new societies should ordinarily take place if healthy growth exists, and it is desirable that Government should have information sufficient to test the degree of expansion under the latter head.

An important feature of the year was the conversion of the Madras Central Urban Bank into a Provincial or apex bank for the financing of central or district banks. Four new central banks were started during the

year. The operations of the Trichinopoly Central Bank continued to be thoroughly successful considered from the point of view of ordinary banking, but this bank is not yet participating in the general trend of the co-operative movement in the Presidency in respect of the admission of primary societies amog its share-holders. This matter has occupied the attention of the Registrar for several years past and it is understood that negotiations towards a revised arrangement are in progress.

The share capital and reserve in the central banks including the Provincial bank amounted to Rs. 20,99,407 representing 11·9 per cent of the liabilities. Loans advanced by these banks to primary societies increased by over 30 lakhs and the net profits of the banks amounted to Rs. 2,44,335 as against Rs. 1,79,035 in the year previous. The fact that notwithstanding the financial stringency which prevailed during the whole of the latter half of the year the banks were able to advance a large amount of loans and to secure a fair profit indicates that in a normal year a much greater expansion in loans to societies and greater profit to the bank's shareholders should be possible.

Improvement was noticeable in the collection of principal while collections slackened in respect of current interest. The improvement in respect of collection of arrears of interest was not appreciable. There were very heavy arrears of principal in many districts, notably in Bellary, Cuddapah, Kurnool, Madura, Ramnad and Tanjore. Arrears of interest were also very heavy in Cuddapah, Kurnool, Bellary, Chittoor, Madura and Ramnad. Almost all these districts have been showing very heavy balances for some years past especially in the matter of collection of principal. There is no factor common to all these districts, *e.g.*, liability to seasonal failure which would account for their backwardness in this respect. As pointed out by the Registrar the cause must be sought in the earlier history of the societies or in the varying degree of control exercised by the supervising agency. It is hoped that with the expansion of the department the latter cause will cease to operate to the same extent. It is however clear that in several districts the average percentage of recoveries has been brought down to a much lower level by the existence of a comparatively small number of hopeless societies. The Registrar is requested to consider whether it would not be possible to revise the form of the statistics so as to show separately the moribund societies and give separate average for these as well as for other societies in the same district. These separate figures might also be of assistance when considering the question of dissolving some of the worst societies. The tradition of the department is to dissolve no society when there is a rational hope of recovery, but it is a question whether the pruning knife might not now be used somewhat more freely.

There were at the end of the year 231,101 and 96,347 members in the agricultural and non-agricultural societies respectively. The share capital, reserve and working capital of these societies are shown below :—

	Agricultural societies		Non-Agricultural societies	
	1918-19	1919-20	1918-19	1919-20
	Rs.	Rs.	Rs.	Rs.
Share capital	10,23,750	14,98,900	13,16,547	17,93,196
Reserve fund	8,20,452	9,74,441	3,33,471	4,00,733
Working capital ...	1,23,61,942	1,59,68,221	48,28,682	63,70,515

It has been noticed above that the primary societies neglected to some extent their obligations to their central banks. As regards the collection of amounts due to themselves non-agricultural societies showed slight improvement under all heads while the collection by the agricultural societies improved under principal and current interest but decreased under the head of arrear interest.

The percentage of loans granted during the year on the mortgage of immovable property decreased in non-agricultural and agricultural societies while those advanced on personal security increased in the case of the latter but fell in respect of non-agricultural societies. The percentage of loans disbursed for productive purposes continued to increase. There was however an increase also in the percentage of loans granted for non-productive purposes by agricultural societies.

The system of supervision by unions was developed and enlarged and it is hoped that as more funds become available for supervision and as the unions get more experience the movement will to a greater degree be controlled by non-officials.

The Registrar gives an exhaustive description of the trading activities of certain societies. The stores do not seem to have proved much of a success. This portion of the movement is however in its infancy and it is inevitable that the early stages should be accompanied by a number of mistakes.

The reserve funds in the several classes of societies during the year under review compare as follows with those of the last year:—

	1918-19	1919-20
	Rs.	Rs.
Provincial bank	1,44;621	1,54,978
Central banks	1,66,813	2,12,009
Non-agricultural societies ...	3,33,471	4,00,733
Agricultural societies	8,20,452	9,74,441

The Registrar rightly remarks that the progress in the liquidation of societies is unduly slow. It is observed that some of these societies have been in liquidation since the year 1916. It is clear that the advantage to lenders of unlimited liability basis on which these societies are formed is much reduced in value if it takes so long to enforce this liability. It seems probable also that the cumbrous procedure hitherto involved may have contributed to the unwillingness to dissolve a hopeless society. It is hoped that the change in procedure referred to in paragraph 64 of the report may accelerate these inevitable legal or semi-legal proceedings.

The Registrar describes the difficulties met with during the year as the result of the general rise in the rate of interest and the tightness of money largely owing to causes operating all the world over, and the efforts made to meet these difficulties. The rise in the various rates of interest referred to at the close of this paragraph was sanctioned in G. O. No. 1417, dated 2nd August 1920, and does not properly belong to the year under report, but naturally arose out of the difficulties described in this paragraph. The whole co-operative movement of the Presidency owes a debt of gratitude to the Bank of Madras for the generous assistance accorded to it during a year of great difficulties, without which the year would have been one of stagnation or retrogression instead of, as has actually been the case, one of considerable advance in the face of great difficulties.

EDUCATION.

Public Instruction in Central Provinces.

REVIEW FOR 1919-20.

General Progress.

Despite an increase of Rs. 9 lakhs (16 per cent) in the total expenditure on education, the year shows no expansion in the numbers undergoing instruction, the total number of scholars being almost the same as last year. The percentage of male scholars to male population is 4·44, of female scholars to the total female population ·56, and the total number of scholars to total population 2·49. These figures show the enormous advance required before the population of school-going age is brought under instruction. The main cause of this stagnation is undoubtedly the poor economic conditions of the year and the high cost of living, the statistics of the cotton tracts showing an increase with the good harvest and high selling price of cotton, whilst in other tracts there has been a substantial decline. This emphasises the general principle that the main requirement for the expansion of education is improvement in the standard of living by agricultural, commercial and industrial development so as to increase the earnings of all classes.

Expenditure.

2. The increased expenditure has been mainly devoted to various measures for the improvement of the educational machinery and not to the extension of the facilities for education. The principal increases of expenditure were Rs. 3 lakhs given to local bodies for the improvement of the salaries of primary school teachers, Rs. 1½ lakhs for the improvement of secondary schools, Rs. 1 lakh for the improvement of the Training College and Normal Schools, and Rs. 1 lakh for buildings. An extensive programme of new buildings for Government schools is approaching completion, the measures for the improvement of the Training College and Normal Schools have been largely completed, the revision of the salaries of the Government staff has been effected; and the Local Government hopes that in future increases of expenditure may mainly be devoted to the extension of educational facilities and not merely to internal measures of improvement. Out of the total expenditure of Rs. 78 lakhs, Rs. 49½ lakhs were contributed by provincial revenues, Rs. 15¾ lakhs were spent by local bodies, Rs. 6½ lakhs were realised from fees and Rs. 6¼ lakhs were obtained from private sources. The expenditure on Collegiate education was Rs. 4¼ lakhs, on Secondary education Rs. 22½ lakhs (Rs. 18 lakhs general and Rs. 4½ lakhs special institutions), and on Primary education Rs. 23¼ lakhs. The proportions are significant, and indicate the great need for additional expenditure on primary education. The average cost per pupil shows a substantial increase in all classes of institutions, which is inevitable.

Collegiate Education.

The roll of students rose from 938 to 957. In the two Government Arts Colleges the examination results were disappointing, but His Excellency the Governor is glad to note the good results achieved by the Science College. A

pleasing feature of the year has been the development of numerous college activities, both outdoor and academic, which cannot fail to add to the interest and value of a college career.

Secondary Education.

The fall in the numbers of the high school department continues. It is attributed to two causes; firstly, the rise in the cost of living, which has adversely affected the middle class with fixed incomes, and secondly, the bar set by the High School Entrance Examination. While the first cause is to be deplored, the second has the merit of keeping out the unfit and enabling the department to concentrate its efforts on the best material available. The Director of Public Instruction anticipates no further decline from these causes, and some rise in the numbers may be expected in future.

The question of the enhancement of fees in secondary schools with the allied subject of revision of scholarships has been left for the decision of the Reformed Government. In the matter of buildings the high schools are on the whole now very well equipped, but anglo-vernacular middle schools have still a great deal of leeway to make up. The Local Government has done much to assist schools under private management in the construction of buildings, but unless local and private bodies and individual benefactors exercise greater liberality in the future than in the past, many of these schools must remain inadequately housed.

The results of the Matriculation Examination were less favourable than in the previous year, and point to some weakness in the teaching of English. An interesting development is the introduction of manual training or handwork into secondary schools, and the working of this experiment will be watched with interest. The many-sided activities of the students and the awakening of corporate life among them is another promising feature. Fair progress has been made with the improvement of vernacular middle school education, and the difficulties due to the lack of trained teachers are being gradually overcome. The introduction of English as an optional subject, which is regarded favourably by the Director of Public Instruction, is a development which may considerably affect the future of this class of school.

Primary Education.

While the number of primary schools increased by 26 the numbers on the roll showed a slight fall; this may be attributed to the economic conditions of the year and to the after-effects of the severe epidemics of influenza and plague of previous years. As pointed out by the Director of Public Instruction, the gradual relaxation of executive pressure in securing attendance and the transfer of responsibility to local bodies have also tended to reduce numbers and are likely to have an increasing effect in this direction in the future in areas where compulsory education is not introduced, unless special exertions are made by local bodies to maintain attendance.

The passing of the Primary Education Act in March 1920 marks a definite stage in the history of primary education in this province. Voluntary efforts, which have done so much in the past to build up the system, have reached their limit and without compulsion little further progress seems possible. It is now for local bodies to decide whether they will exercise the powers conferred on them. The financial difficulty, which has been the main stumbling block in the past, will be partly removed by the passing of the Local Self-Government Act, under which it will be possible to raise additional funds by increased taxation. Rules under the Primary Education Act regarding the assistance to be rendered to local bodies from provincial funds are now under consideration.

One of the most crying needs in connection with primary schools is an improvement in the pay of the staff. Something has been done during the year under report to improve matters in this respect by the grant of allowances, with the help of special Government grants for the purpose, but much remains to be done and the Local Government desires to impress on local bodies the necessity of facing this problem before any substantial advance in vernacular education is attempted. The attempts to design a suitable type of school building at a reasonably low cost have Sir Frank Sly's hearty approval.

Efforts directed towards the closer adaptation of primary schools to rural needs have been continued by the development of nature study and school gardens, and further experiments with the same object are under consideration.

Female Education.

The report strikes a pessimistic note regarding the progress of female education. Only in Berar are there any encouraging signs, and it must be admitted that over the greater part of the province public opinion is still insufficiently enlightened to appreciate the advantages of female education. The fault does not be with the staff as the proportion of trained teachers is now reasonably large. The lack of appreciation of such an excellent institution as the Government High School, Amraoti, is particularly disappointing. The Local Government can only express a hope that time will effect a change in the outlook on female education.

Muhammadan Education.

As the Director of Public Instruction points out, the Muhammadans, though educationally not on a level with the most advanced sections of the community, are not backward as compared with the community as a whole. Government has done much to show its sympathy with the cause of Muhammadan education by encouraging the development of the Muhammadan High School and Urdu Normal School at Amraoti, by grants for the establishment of Urdu Vernacular Middle Schools (which provide candidates for the Urdu Normal School), by strengthening the inspection agency for Urdu Primary Schools, and by the provision of scholarships in secondary schools. The chief obstacles at present to the improvement of Muhammadan education are the dearth of competent and qualified teachers and the comparative apathy of the Muhammadans themselves.

Training of teachers.

The facilities for training teachers both for secondary and primary schools have been largely improved in recent years. The Training College at Jubbulpore, which was reorganised at the beginning of the year, is now on a thoroughly satisfactory footing and should ensure a steady supply of trained teachers in future for high and anglo-vernacular middle schools. For vernacular teachers twelve Normal Schools are now in existence, and the building programme is complete except at four centres. The difficulty of obtaining recruits for the Normal Schools in sufficient numbers and of the right quality can only be met by the improvement and extension of the vernacular middle schools and by adding to the attractions of the career of the vernacular school teachers.

League of Honour and Boy Scout Movement.

The League of Honour movement made slow but satisfactory progress. Its growth is handicapped by the lack of trained scout-masters, and until these are forthcoming any rapid expansion of the movement would result in its losing some of its distinctive character and value. The Revd. J. R. McKenzie of Chanda has done valuable work in training scout-masters, and, with the arrival in the province of an expert trained in Boy

Scout work and the proposed linking up of our local movement with the world-wide Boy Scouts organisation, Sir Frank Sly anticipates with confidence that this most valuable formative influence on the character-building of the youth of the country will become far more effective and appreciated than it is at present.

Public Instruction in Madras.

REVIEW FOR 1919-20.

Mr. Grieve's report on the state and progress of education in the Madras Presidency during the year 1919-20 opens with a concise statement ofthe chief events of the period under report and the succeeding paragraphs furnish clear and abundant evidence of steady development in almost every direction of the operations of the department of Public Instruction. The Government do not propose, as in previous reviews, to repeat the statistical information contained in the report for the purpose of emphasizing the increased expenditure of public funds upon education and indicating the progress achieved under the various main heads. They will merely draw attention to a few items which seem to them to call for special notice.

Particular attention has been paid to the very important matter of improving the supply of trained teachers. If education is to develop upon sound lines, it is essential to keep this object continuously in view and to ensure that the inducements to undergo training are sufficient to attract an ever-increasing supply of suitable material.

Satisfactory development in the arrangements for manual training and increased resort to education of a technical character, especially in the case of engineering subjects and telegraphy, where a comparison with the figures for the preceding year discloses an increase from 414 to 998 in the number of students pursuing this branch of education.

While there has been general progress and all-round development in the education of girls, the Director is clearly alive to one important defect, namely, the deficiency in the number of trained women-teachers. This urgent and difficult problem is receiving continuous attention.

In connexion with the education of Muhammadans, it is particularly satisfactory to note that a measure of success has attended the efforts of the inspecting officers to induce private institutions to teach secular subjects in addition to the Quran.

There is also matter for satisfaction in the expansion of Panchama education. The Government believe that the rate of progress has been accelerated since the close of the period under report and confidently anticipate continued advance.

Paragraph 18 notices the introduction for the first time of systematic arrangements for the medical inspection of school children and refers to the work done under the supervision of Mr. Noehren, the Adviser to Government on Physical Education.

It remains for Government to express their appreciation of the testimony borne by the Director to the support which he has received from all members of the department in charge of responsible posts and to congratulate Mr. Littlehailes himself on the general efficiency of his administration during his first year of office. The expansion of education carries with it as an inevitable corollary increases in the controlling and inspecting agencies and the burden devolving upon the Director becomes heavier year by year.

Primary Education.

Increased Pay to Teachers.

[United Provinces.]

In resolution No. 749—IX—25 of 1920, dated the 10th December 1920, the Local Government published their proposals for improving the pay and prospects of primary school teachers serving under district boards. A revised scale of pay was approved for students in training, trained and untrained assistants and for head-masters, which was estimated to cost Rs. 18,60,000 per annum, and the Local Government announced that it would find immediately out of Provincial revenues sufficient funds to enable the boards to give a certain minimum measure of relief in the current year. It was added that the cost of this minimum measure of relief in a full year would amount to Rs. 11 lakhs, and the Local Government was prepared to contribute this sum, subject to the sanction of the Legislative Council. A hope was expressed that boards would be able to improve on the minimum rates and that some would soon adopt the full scale approved.

Since this resolution was issued, enquiry has shown that many boards are financially incapable of responding to this invitation. It is clear that the introduction of the minimum scale, would by no means, satisfy the teachers concerned, nor would it, the Local Government admits, satisfy their just claims. The Local Government recognizes that it is more important to raise the pay of school teachers to an adequate figure than to increase the number of schools or teachers, and it has therefore now issued orders permitting district boards to divert the grants to be made for the expansion of primary education in the next financial year to the object of increasing the pay of primary school teachers to the full sanctioned scale. It is hoped that the full scale will be introduced for all teachers under the boards with effect from the 1st April next. An endeavour will be made either in the financial year 1921-22 or in the subsequent year to make sufficient grants to the boards to enable them to carry out that expansion of primary education which is being delayed by this diversion.

EXCISE.

Excise Administration.

COMMISSIONER'S REPORT FOR 1919-20.

Revenue.

[Madras.]

The year opened with an arrear balance of Rs. 2,57,215. The current demand on account of this Presidency was Rs. 5,32,86,827 (Rs. 4,63,30,718). The collections amounted to Rs. 5,31,08,591 (Rs. 4,62,09,450) of which Rs. 1,48,910 represented old arrears and Rs. 5,29,59,681 current demand. Rs. 59,482 (Rs. 32,997 old arrears and Rs. 26,485 current demand) was written off leaving a closing balance of Rs. 3,75,969. This had been reduced by the close of June 1920 to Rs. 1,67,800.

Of the total collections 42·6 per cent represents licence fees and shop rentals. The proportion of vend fees to total taxation in the case of the revenue derived from country spirits and toddy was 28·3 and 55·8 respectively.

In addition to the collections within the Presidency, a sum of Rs. 4,72,541 (Rs. 3,12,232) was collected on issues to places outside the Presidency. This raised the total receipts to Rs. 5,36,14,858 (Rs. 4,64,44,817).

Under the orders of the Government of India in their letter in the Commerce and Industry Department, No. 6149 A, dated 2nd October 1907, two-thirds of the net charges of the combined Salt and Abkari Department are debited to excise and this debit amounted to Rs. 22,53,527 (Rs. 21,03,729). The net percentage of charges to receipts was thus 4·2.

The incidence of the total excise revenue per head of the population was Rs. 1-4-3 (Rs. 1-1-10).

Offences.

The number of offences relating to liquor and intoxicating drugs reported in the excise tracts during the year was 15,684 while it was 15,050 in 1918-19 and 15,000 in 1917-18. The increase occurs mainly under the heads 'illicit manufacture of toddy,' 'illicit transport,' 'unlicensed sales of liquor,' and 'possession of liquor without license.' While this increase may be partly due to improved detection by officers of the department, there is reason to fear that the extensive closure of shops and the enhanced duty have contributed to a real increase in crime. In accordance with the orders of Government in Government Order No. 2296, Revenue, dated 7th October 1919, the Board has since taken special pains te ensure that shops are not closed without good grounds.

Smuggling of Liquor.

In the Penuguduru Circle, smuggling of arrack ceased owing to the fact that the distillation of toddy arrack in Yanam was discontinued, coloured arrack being supplied instead to the French Settlement from the Samalkot

distillery. Of the total number of 226 cases of smuggling reported in the Presidency, 63 are of smuggling of Agency arrack into the excise tracts of the Bobbili Circle. Thirty-six cases were detected in the Penukonda Circle bordering on Mysore.

Illicit Distillation.

The number of cases of illicit distillation and possession and sale of illicitly distilled liquor rose from 1,595 in 1918-19 to 1,716 in 1919-20. The increase occurred in almost all the areas. The districts principally concerned were Ganjam 227 (198), the Ceded Districts and Kurnool 386 (343), Salem 213 (209) and Coimbatore 220 (151). The contraband liquor seized in some of the illicit distillation cases was of proof and over-proof strength. To prevent illicit distillation and illicit arrack passing into consumption, new parties were constituted in the Kurnool District and in the Alur Taluk of the Bellary Circle.

Cases of illicit manufacture of toddy rose from 4,741 to 5,204. The districts in which illicit tapping was most prevalent were Godavari 342 (340), Kistna 578 (518), Guntur 160 (86), Nellore 116 (101), Madras and Chingleput 203 (136), Tanjore 152 (100), Tinnevelly 312 (243), Coimbatore 464 (320) and Malabar 892 (1,012). Some of these cases of illicit tapping are merely technical ones, relating to the tapping of unmarked trees on which tree-tax had been paid.

The number of offences relating to hemp drugs rose from 304 to 362. There has been an increase under illicit cultivation of the hemp plant from 51 to 88 cases and under possession without license from 114 to 143 cases. The increase in detection is certainly not in proportion to the amount of crime that is going on as ganja is still being collected in all parts of the Presidency for smuggling abroad.

The number of convictions under the Opium Act was 189 (199), the amount of fines levied Rs. 10,679 (11,897) and the value of the articles confiscated Rs. 9,256 (13,979). During the year, smugglars seem to have been very active on the Mysore side and several cases of smuggling from Mysore and Bangalore were detected or reported. There is also reason to believe that there is a certain amount of smuggling by Chinese from Bengal to China via Madras and Singapore. Steamers touching Madras have been closely watched and many seizures made. On 6th November 1919, 317 seers of illicit opium were seized on board the S. S. *Orissa*. The opium was from Calcutta and destined for Rangoon.

The number of cases detected and of searches made by officers above the rank of Sub-Inspector were 3,065 (2,513) and 507 (369) respectively. The percentage of searches with warrants to total searches was 47·3 and that of unsuccessful to total searches 24·1. The average time taken for the disposal of a case exceeded 10 days in 27 circles and reached 24 days in Hosur. Cases shown as written off or otherwise disposed of rose from 8,466 to 8,826 and the number sent for trial increased from 5,739 to 6,336. Of the cases that were dealt with by Magistrates, convictions were recorded in 4,922 (4463) cases, the accused were acquitted in 131 (104) cases and the offence was written off or otherwise disposed of in 51 (13) cases. The remaining cases were pending at the end of the year.

There were no cases in which the arrests made were illegal and in none of the 52 (27) cases of assalt on the officers of the department were serious injuries inflicted.

The amount granted as rewards in abkari cases rose from Rs. 38,942 to Rs. 45,894. Out of this amount, Rs. 28,726 was paid to the officers of the department.

The inspections of wholesale depôts numbered 6,341 (6,311) and of retail shops 221,660 (226,826).

Excise Bureau.

The special detective staff continued to do useful work during the year chiefly in connexion with the smuggling of opium and ganja to Burma and other places. The Excise Supplement to the *Criminal Intelligence Gazette* is issued regularly and particulars of important cases are published with promptitude.

GENERAL REMARKS.

Consumption.

The special causes that contributed to a variation in the quantities of the various kinds of liquors and drugs consumed during the year have been stated above under the respective heads of revenue.

The subjoined table shows the consumption of liquor and drugs and incidence of revenue per head for the last two years :—

Year.	Consumption—Incidence of revenue per head.	RS.	A.	P.
Country spirit—				
1918-19	·042 (proof gallon)	0	7	6
1919-20	·049 (,,)	0	8	10
Toddy—				
1918-19	2·73 (bulk gallon)	0	8	8
1919-20	2·97 (,,)	0	10	0
Hemp drugs—				
1918-19	·087 (tola)	0	0	6·0
1919-20	·092 (,,)	0	0	7·1
Opium—				
1918-19	·072 (,,)	0	0	9·9
1919-20	·068 (,,)	0	0	10-5

EXCISE LICENSING BOARD.

The Excise Licensing Board appointed for the City of Madras under G. O. No. 261, Financial (Separate Revenue), dated 4th July 1918, met four times during the year under report. It closed seven shops and altered the site of one. Because of their proximity to mills and factories, one arrack shop and five toddy shops were ordered to remain closed on week days from 11-30 A.M. to 1-30 P.M., on the afternoon of pay days and on Sundays except between the hours of 11-30 A.M. and 4 P.M.

EXCISE ADVISORY COMMITTEES.

In addition to the Excise Advisory Committees already existing, Committees were, in the year under report, formed in thirty unions, nine in Kistna, two in Cuddapah, six each in Anantapur and Coimbatore, five in Tinnevelly and one each in Kurnool and North Acrot. The Committees recommended the closure of 72 shops and the change of sites of 134, and their recommendations were given effect to in 59 and 127 cases respectively. Shops were also closed by Collectors independently of the recommendations

of the Committee, either on their own initiative or on complaints of the Police, Land Revenue, Abkari and other departments or of the Railway authorities and Local Boards. The number of shops thus closed in municipalities, unions and other arreas was 1,119.

Closure of Shops.

During the year under report, there has been a further reduction in the number of shops for the sale of liquor, the shops closed being in some cases those of less importance and those for which bids could not be obtained. In spite of this reduction in the number of shops, consumption has not declined. During the year under review, as an experiment, arrack was prohibited in localities where toddy was the chief drink. The localities selected were in the Tanjore, Ramnad, Tinnevelly and Salem Districts. It is too-early to judge the effect of this experiment: and it is being continued in the current year.

In the Salem municipality, the number of arrack and toddy shops has been much reduced and the shops have been, on the recommendation of the local Advisory Committee, placed outside municipal limits. Both the consumption and rentals have notwithstanding increased and though there has been no material increase in number of offences reported against the Abkari law, it is difficult to believe that the whole consumption licitly occurs at the shops. It is clear that, except in so far as those inhabitants in the town who do not drink are not affronted by the presence of liquor shops, no tangible advantage has ensued. The experiment has thus certainly not been an unqualified success, but it has been allowed to continue for another year.

During the year, six arrack, eight toddy, two opium and one ganja shops were opened for the first time in seventeen villages where there were no shops of the kind before. Most of these were, however, cases of transfer of shops from unsuitable localities.

Issue Strength.

The general issue strength of arrack throughout the Presidency remained at 35 under-proof as in the last year but the experiment of encouraging weaker liquor of 60° under-proof was extended in the year under report by the opening of 53° additional shops in eleven more districts for the exclusive sale of liquor of 60° under-proof with a preferential rate of duty. There are at present in the Presidency 88 shops in eighteen districts for the sale of this liquor only. The reduction in the issue strength appears to have had little influence on the total consumption of spirit. In the South Arcot district, however, the introduction of this weak arrak has had an unfortunate effect, as the toddy-drinking people have taken to it in preference to toddy. While the 60° under-proof liquor attracts certain classes of consumers through its cheapness, it has not, generally, found favour with consumers who have become habituated to the stronger drink. It is, however, reported that, in places where shops for sale of only 60° under-proof arrack exist, consumption of that liquor has not fallen owing to absence of shops for sale of 35° under-proof arrack within convenient distance.

Temperance Measures.

The efforts of Government to check intemperance referred to in the last year's report were continued. The reports received from the Collectors of most of the districts show that several arrack and toddy shops were closed during the last days of the Muharram and Dasara festivals and on occasions

such as Dipavali, Pongal and New Year's day and duing certain local festivals and market days. The closure of shops on these occasions had no appreciable effect on consumption, but is said to have tended to prevent breaches of the peace.

There have been, during the year under report, isolated temperance propaganda among small sections of the drinking classes. On the representation of a temperance society at Chicacole, two arrack and two toddy shops were closed. Seven arrack shops were temporarily closed for want of bids in the Ellore Taluk owing to a local temperance crusade. The license for the toddy shop at Seelayampatti in the Madura District was revoked during the currency of the lease at the request of the villagers. The renters of arrack and beer shops in Ootacamund were fined Rs. 50 each for breaches of the conditions of their licenses as a result of information laid by temperance workers. A temperance society at Vizagapatam known as the 'Service League' which is affiliated to the Anglo-Indian Temperance Association in London, preaches in the streets and in the Panchama schools under its control and gives lectures on intemperance. The 'Band of Hope' in Tuticorin is organizing tea shops and reading rooms as a counter-attraction to intemperance. The temperance society among the fishermen in Mangalore continues to do good work. Other associations were at work in Ramnad, Coimbatore, the Nilgiris and South Kanara, but have so far made no representations to the authorities on which action could be taken. The Coolies' Canteen opened recently at the Salt Cotaurs Depot, Madras Town, under Government subsidy and managed by the Young Men's Christian Association, will, it is hoped, benefit the large number of coolies employed in that locality.

The Educational Department continues to carry out propaganda in the interest of temperance in schools.

Convictions for Drunkenness.

In the year under report, there were 9,020 (7,951*) convictions for offences of which drunkenness forms a part in places in which the Towns Nuisances Act is in force. Offences, as usual, are not equally distributed and show remarkable variations from year to year in the same town due to local causes and in a measure to the strictness with which the law is administered by the Police, and the extent to which the shops are kept under supervision. In Madras city which contributes about 37 per cent of the total number of convictions, there was an increase from 2,654 cases in 1918-19 to 3,345 cases in 1919-20. The Commissioner of Police attributes the increase to greater activity on the part of the Police. The increase in Trichinopoly from 324 to 445 and in Erode from 75 to 146 is explained to be due to the increased wages obtained by labourers. The number of convictions in Coonoor is relatively large and the Collector considers that it was, as in last year, probably due to the exceptional earnings of the drinking population.

FOREST.

Forest Administration.

GOVERNMENT RESOLUTION FOR 1919-20.

[Punjab.]

The area under the charge of the Forest Department at the close of the year was 6,744 square miles or 300 square miles less than in the previous year. The decrease is largely due to the transfer of certain areas in Kangra to district management and to the surrender of 99 square miles in Lahore and Multan for colonization purposes.

No new forest settlement was undertaken during the year and little advance was made with the settlements in progress at its commencement. The state of the cadre made it impossible to carry out the demarcation of the high-lying pine and fir forests of the Sutlej valley.

On the other hand, considerable advance has been made with the revision of working plans. The working plan for Shahdara plantation has been sanctioned and plans for the Kulu and Kangra Forests have been completed. The latter plan, however, requires amendment. Schemes for fellings in Bhajji and Tharoch State Forests, for the management of the Civil Forests of Dharmsala and for the browsing of the 53rd Silladar Camel Corps, have been approved. Scarcity of staff has prevented fulfilment of the hope expressed two years ago that the revision of the Chamba and Bashahr plans, which are urgently needed, would be put in hand.

The total number of forest offences shows a continued decrease. The number fell from 8,269 to 7,862 in 1919-20. Cases of unauthorised fellings show a decrease of 868 cases but this is largely due to cases of lopping being now shown under "other offences." Only 5·4 per cent of the total cases were taken into court as compared with 7·3 per cent during the triennium ending with the year 1918-19, while the proportion of cases compounded rose from 90 to 93 per cent. The Conservator has not attributed the decrease in the number of forest offences to any particular cause, but it is obviously an index of steady improvement in the relations between the people and the department. In respect of protection from fire, the year was a successful one, the total number of fires being 02 as compared with 250 in the preceeding year, the area affected 8,933 acres as compared with 29,952 acres. Only one-fourth of the fires appear to have been caused intentionally.

Last year, comment was made on the misuse by the people of the Jhelum District of the opening of the forests to grazing. In the year under report the concession was withdrawn. The area open to grazing has been further diminished by the disforestation of areas for colonization in Multan and by the transfer to district management of forests in the Kangra Division. The present scarcity of fodder may make it again necessary to open considerable areas which are at present closed.

The outturn of the forests—timber, firewood and minor produce—was greater than in the previous year. This is satisfactory, especially in view of the extension of departmental working as in the case of departmental

fellings only the net outturn of sawn timber is shown while in the case of private fellings the gross volume of the trees sold is returned.

During the year, the department resumed the exploitation of the Kulu forests on the lapse of the lease held by a private firm. Consequently, more than 26 per cent of the total outturn of timber was extracted by departmental agency as against 22·55 per cent during the previous year and 12·83 per cent during the triennium ending with 1918-19.

The respective advantages of working by departmental agency or through private firms have not been finally determined, but if we may judge by the signal success which has been achieved in the working of the Jallo resin factory the department has little to fear from comparison with private enterprise. The factory shows improvement all round this year. In the total outturn, there has been an increase of 24 per cent; while the proportion of the best quality turpentine extracted per unit of resin has improved, the loss in redistillation has been reduced and the net income has risen by over 1½ lakhs or 65 per cent. The factory now yields a net return of 396 per cent on the capital invested. This is very satisfactory. The management is alive to the advantage of developing by-products and a progressive policy is being followed in this direction. The development of the Kangra bamboo forests is another example of departmental enterprise. Experiments are being made with certain Burmese species and methods of protecting the produce from borers are under consideration. At the same time an extended market has been sought and Government departments requiring bamboos are being supplied direct.

The total revenue for the year increased from Rs. 24,60,650 to Rs. 40,75,361. This is due among other things to increased departmental activity in the Bashahr and East Rawalpindi Divisions and to larger sales of rosin and turpentine from the Jallo factory. The auction of leases for temporary cultivation in the Chichawatni plantation fetched high prices while the demand for timber and firewood in the Lahore and Multan Division was keen and prices favourable. Not least among the factors which have contributed to the increased revenue is the high range of prices obtained throughout the year. The report mentions an extreme instance in which mulberry used for making implements of sport and which sold for 14 annas per cubic foot before the War, on one occasion fetched as much as Rs. 12-8-0 per cubic foot. The gross expenditure rose by about Rs. 6,60,000, mainly as the result of extended departmental working, the cost of the Chhanga Manga tramway, and the increased salaries of officers and subordinate staff of the department. In paragraph 7 of the review on the Report for the year 1917-18, Government endorsed the Conservator's opinion that the annual surplus may reasonably be expected to reach Rs. 1 lakhs within five years. That expectation has alreaey been fulfilled and the cash surplus has reached the unprecedented figure of Rs. 15,22,318, the previous record being only Rs. 9,34,704, in 1917-18. This result is very gratifying, but it is safe to say that it is insignificant compared with what the forests can produce provided that adequate staff and capable guidance are forthcoming. A scheme to meet these requirements by the appointment of a Utilization Conservator and the entertainment of increased staff has been submitted by the Local Government and orders thereon are anxiously awaited.

Forest Administration in Bihar.

Review for 1919-20.

There were no changes in the area of reserved forests. The area of protected forests increased from 1,089 to 1,210 square miles. This was due to the transfer of 366 square miles of protected forests in Angul from the Civil Department which was partly counterbalanced by the transfer of 245 square miles of undemarcated protected forests in the Puri Division to the Civil Department. About twenty-one square miles of protected forests in Palamau District were notified for reservation under section 4 of the Indian Forest Act. Twenty-seven square miles of demarcated protected forests in Angul were closed for a term of thirty years under section 29(*b*) of the Act.

Communications and Buildings.—Rupees 86,528 were spent on the construction and repairs of roads and buildings, an increase of about Rs. 4,000 on last year's expenditure, and comprised the cost of constructing sixty miles of cart loads and thirteen miles of birdle paths, three new rest houses and some quarters for subordinates. The Lieutenant-Governor in Council agrees with the Conservator as to the need for providing suitable houses for the whole forest staff, who have to work under conditions of considerable hardship; and now that the rigid economy enforced by the war can be relaxed, it is hoped that funds may be available for rapid improvement in this matter.

Forest Offences.—The total number of forest offences reported was some thirty per cent above the average. The increase is ascribed mainly to improved methods of detection in Sambalpur. The Lieutenant-Governor in Council agrees with the Conservator that whenever possible it is advisable to employ section 67 of the Indian Forest Act, under which compensation can be accepted by Forest Officers, instead of the more expensive and laborious method of instituting cases in court.

Out of an area of 867,500 acres over which fire protection was attempted, 730,167 acres or 84 per cent were successfully protected, as compared with 99 per cent in the previous year. The number of fires from 73 rose to 93, while the area burnt increased by more than 100,000 acres. The increase was due partly to an unusually prolonged drought, and partly to a misunderstanding on the part of the subordinate staff regarding the system of of "early burning" recently introduced in certain areas.

Financial Results.—The total revenue was Rs. 7,93,117 representing a decrease of roughly Rs. 1,38,000 as compared with the previous year. Expenditure rose by Rs. 75,000. The shrinkage in revenue was due mainly to the cessation of the demand for timber for munitions purposes, and was anticipated last year. Expenditure is likely to increase still further through the filling up of the cadre, increase of salaries, and the provision of more rest houses and residences; and close attention should be paid to all possible methods of increasing revenues. It is satisfactory to note that the departmental production of charcoal and the utilization of partially unsound timber for half round sleepers are already under experiment with a view to tapping new sources of revenue.

The Lieutenant-Governor in Council will be interested to learn the result of the distribution of *mahua* seeds to District Boards for plantation. The success of the Puri casuarina plantations, and of the experiment of sowing teak in *taungya* cultivation is satisfactory. An interesting experiment in the propagation of lac on scientific lines at Kundri in the Palamau District has been started.

Conservation of Private Forests.—The Lieutenant-Governor in Council observes with satisfaction the progress made in protecting private forests in Chota Nagpur from denudation. Agreements under section 38 of the Forest Act have been executed by private owners or by managers of Encumbered or Court of Wards Estates in twenty-three cases. The Banspahar forest in the Ranchi District covering an area of about 4,430 acres was acquired under the Land Acquisition Act. Proposals for the acquisition of a portion of the Dalma Hill situated in the district of Manbhum for a wood and fuel reserve for Jamshedpur are under consideration, and a scheme is being prepared for extensive acquisition in the Damodar valley with a view to minimizing floods from that river.

LOCAL SELF-GOVERNMENT.

District Councils.

Government Resolution on the Reports for 1919-20.

[Central Provinces.]

Constitution.—There was no change in the number of District Councils or Boards, but the number of Local Boards increased by one owing to the inclusion of the newly created Board at Waraseoni. The only districts which still retain official Chairmen are the three Plateau districts of Seoni, Betul and Chhindwara; but the practice of official chairmen is still general among Local Boards. With the introduction of the new system of local self-government all official Chairmen will disappear.

Meetings, Attendance and Elections.—All District Councils and Boards held the prescribed number of meetings, but seven Local Boards failed to do so. Out of a total of 139 meetings held by District Councils and District Boards, 13 proved abortive for want of a quorum, and out of the 693 meetings held by Local Boards 91 proved similarly abortive. The average non-official attendance was below 50 per cent in the case of 14 District Councils and in a great majority of Local Boards, the highest percentage reached being 65 in the case of Malkapur Local Board. The prevalence of plague, influenza and relapsing fever was to a certain extent responsible for these poor results, but, as in previous year, the chief cause was the failure of members to realize their responsibilities. The limited powers hitherto exercised by local bodies may also have affected the interest of members in their duties. With the widening of the powers of local bodies which will follow on the introduction of the Local Self-Goveenment Act it is hoped that a more lively sense of responsibility will come into being.

General Financial Results.—Income and expenditure, excluding debt heads, showed increases of Rs. 5,84,843 and Rs. 5,91,349, respectively. The increase in income was shared by all divisions. In the Jubbulpore Division, the increase was chiefly due to the recovery of the suspended cesses of last year, the increased income from pounds, the winding up of the salt operations by the Saugor District Council, and the receipt of a grant from Government for the payment of war and scarcity allowances. In the Chattisgrah Division, the increase was chiefly due to the large receipts from cattle-pounds and from Government contributions for education and civil works; while in Berar, the increase occurred under the heads Local Rates, Police and Miscellaneous. Contributions from Government amounted to Rs. 23 lakhs, or 40 per cent of the total income of the Councils and Boards. Of this sum, about Rs. 14 lakhs, was allotted for education, and the balance was given for civil works (excluding school buildings). Of the latter, nearly Rs. 6 lakhs were spent on communications and works transferred by Government to District Councils for maintenance. In the aggregate, the actual closing balance was Rs. 21 lakhs in excess of the fixed minimum closing balances. As usual, the Berar Boards were responsible for most of the excess, the bulk of it being due to unspent balances from contributions for

transferred works. The Commissioner of Berar remarks that the Boards possess numerous opportunities for profitable expenditure; and if they fail to take advantage of those opportunities, they cannot claim that Government should continue to contribute towards the inflation of their balances.

Education.—The total expenditure on education excluding that on buildings and repairs, which is included in Public Works, rose from Rs. 10¾ lakhs in the Central Provinces and Rs. 6 lakhs in Berar to Rs. 13 lakhs and Rs. 7 lakhs respectively. Government contributions amounted to Rs. 11 lakhs in the Central Provinces and Rs. 2¾ lakhs in Berar as against Rs. 9½ lakhs and Rs. 3¼ lakhs respectively in the previous year. The principal special grants made by Government for education were Rs. 3,43,000 for the maintenance of new primary schools and Rs. 98,000 for pension contributions and for raising the pay of school masters. There was an increase of two each in the number of primary and middle schools in Berar, but in the Central Provinces, there was a decrease of 6 and 2 respectively. The decrease occurred mainly in the Nerbudda Division, where it is stated that on account of the prevailing high wages, the parents of children in villages prefer that their children should be earning 4 or 5 annas a day rather than be sitting at school. In the Central Provinces, the proportion of recurring expenditure on education to the total income rose from 32 to 39 per cent, and that in Berar from 34 to 43 per cent, the proportion for the whole province being 41 per cent. In Berar, the expenditure on education has increased very greatly in the past three years and still continues to absorb money from heads of receipts which should be devoted to other purposes. All the Boards have schemes for future development, but they must see that this development is not effected at the expense of the other needs of the district. The Boards have already begun to realize this, and proposals have been received from the District Board, Amraoti, to double the education cess so as to raise it to the maximum of two annas per rupee of revenue allowed by Section 150 of the Berar Land Revenue Code.

Notwithstanding the increased expenditure devoted to it, education made little progress during the year. The number of schools remained practically the same, while the attendance declined. It is, however, satisfactory to note that the number of aboriginal and backward scholars increased in the Betul and Nimar Districts, and that the numbers of untouchables in the latter district also showed a rise. This is gratifying considering the unprecedented demand for labour. The number of night schools in Berar fell from 55 to 14 and the attendance also declined, while the two schools of this kind in the Nimar District were closed owing to poor enrolment and attendance.

Medical and Sanitary Works.—District Funds subsidised 172 dispensaries against 170 in the previous year. The amount of contributions for maintenance decreased by Rs. 28,000 while those for buildings and repairs increased by Rs. 1,000. There was an increase of 13 per cent in expenditure under the head "Medical." Since the close of the year the scheme for the creation of a Health Service for work in rural areas, referred to in the last year's Resolution, has taken concrete form, and sanction has been accorded to the appointment of two officers of health for the Nagpur and Jubbulpore Districts. A proposal to introduce the scheme in the Amraoti District is receiving consideration.

The expenditure on conservancy was Rs. 19,000 against Rs. 18,000 in the previous year. Nearly all of this was spent in Berar. During the year a special grant of Rs. 50,000 was made from provincial revenues for the improvement of water-supply in rural areas, but only Rs. 36,000 was spent

from this grant and the balance of previous grants, and the Councils still have Rs. 80,000 unspent. During the year, the Sanitary Commissioner enquired into the progress achieved in the improvement of the water-supply from the annual grants made from the year 1913-14 to 1918-19. The enquiry showed that nearly Rs. 3 lakhs have been expended throughout the province in the construction of 375 new wells and repairs to 225 existing wells. A very large number of wells are, however, still needed everywhere, and the local bodies should make fresh efforts to utilise to the full the funds allotted to them for the purpose.

Civil Works.—The expenditure on civil works increased from Rs. 18¾ lakhs to Rs. 20¾ lakhs.

Cattle Pounds.—The number of pounds rose from 1,538 to 1,584, the income and expenditure increasing by 22 and 14 per cent, respectively. The receipts on account of feeding charges of cattle impounded were Rs. 1,94,000 and the expenditure Rs. 1,51,000.

MISCELLANEOUS.

Mendicancy in Calcutta.

COMMITTEE'S REPORT.

[*As the outcome of a debate in the Bengal Legislative Council on the ncrease of mendicancy in Bengal, the Government appointed a Committee o examine and report upon the following questions* :—

(*a*) *The nature of any institutions to be started* ;

(*b*) *their location, size and probable cost* (*capital and recurring*) ;

(*c*) *the incidence of the expenditure involved* (*including in particular e question of contributions by outside local bodies*) ;

(*d*) *the agency of control* ;

(*e*) *the lines of legislation which may be required* (*if any*). *A useful uggestion of the Calcutta Corporation contemplates the punishment of those who employ children to beg and live upon their earnings* ;

(*f*) *the treatment of religious mendicants* (*though there seems to be eneral agreement that these should be exempted notwithstanding the risk of he unscrupulous falsely assuming this garb. The Corporation, on the other hand, think "that as the religious mendicant ordinarily begs from house-to-ouse, he need not be exempted from any measures aimed at the suppression of street begging*)."

The committee consisted of the following members, with the Hon. Mr. A. D. Pickford as Chairman : The Hon. Sir Deva Prosad Sarvadhikary. Prince Afsar-ul-Mulk Mirza Muhammad Akram Hosain Khan, Mr. J. A. Jones, Mr. G. P. Shelton, Babu Gokul Chandra Mondal, Mr. R. J. G. Ballantyne, Rai Chuni Lal Bose Bahadur, Mr. J. G. Dunlop, Mr. J. S. Wilson.

The Committee arrived at the following conclusions.]

It has been customary from the earliest times for certain Brahmins and others to earn a livelihood by begging. The 1911 Census returned 3,624 beggars in Calcutta. No present day figures are available on which to argue. During the Peace celebrations in December 1919 there were 11,126 poor persons fed, of whom 1,909 were classified as infirm. Professional mendicancy exists to a degree which demands serious attention. The general opinion on the prevalence of mendicancy in Calcutta is that it has increased noticeably in recent years, especially at Kalighat. The 1911 Census gave 1,283 beggars as born in Calcutta, 799 in 24-Parganas 1,196 in other districts of Bengal, and 2,234 in other parts of India (Bihar and Orissa 1,179 ; United Provinces 869). It is difficult to judge of the incidence of immigration, but scarcity in the mufassil undoubtedly produces an influx.

Charitable institutions for daily feeding of the poor provide a limited check on street-begging but encourage idleness. Professional, able-bodied beggers have taken advantage of the custom of the private giving of alms. There is no unemployment in Calcutta and no excuse for the dependence of the able-bodied on charity. Charitable endowments for feeding the poor represent an annual income of three or four lakhs. Begging is a profitable profession.

English Practice.

According to English law poor relief is based on the fundamental principle that the maintenance of the poor is the duty of the parish or local area by the taxation of those in better circumstances. Under the English Vagrancy Act beggars and those who cause or encourage children to beg can be imprisoned for one month on first conviction, for three months on the second conviction, and for one year on the third or higher conviction. Under the English children Act punishment for causing or allowing children under 16 to beg is a fine of £ 25 or three months imprisonment.

In the town of Calcutta the maximum punishment for begging is one month's imprisonment, without the option of a fine, and in the suburbs of Calcutta a fine of Rs. 50.

Power is given to declare any institution for reception of the infirm a refuge where convicted beggars may be sent for the term of sentence only. The only institution so declared is the "Refuge" at 125, Bowbazaar Street.

The existing law is defective and this has partially contributed to its spasmodic enforcement. It has not the support of public opinion or the Magistracy. Police action under the existing law cannot cope with the evil and is a waste of effort. There is no separate provision of law penalising the employment of children to beg.

The most important factor in connection with the existing legislation and its administration is the absence of suitable institutions to which beggars can be sent. The greatest difficulty in connection with mendicancy is the religious aspect of the question. Hindu religious sentiment in India approves begging. Genuine religious mendicants are comparatively few, but under the garb of religion a regular profession has sprung up. There is an unexpected unanimity of opinion that religious mendicants should not be exempted as a class. There is also a general consensus of opinion that no one should be allowed to beg on the streets. The suggestion has been made that religious mendicants should be allowed to sit and accept alms, but not to beg in the vicinity of religious places. The Marwari Association has suggested that only house-to-house solicitation of alms should be allowed, when the onus of deciding as to its religious nature will lie on householders. The problem of religious mendicants is of little importance as regards the Mahomedan poor.

No satisfactory definition of Hindu religious mendicants could be obtained. There are three classes of beggars recognised at the Kalighat Temple—Brahmins, Kumaris and Batooks—whom the shebaits are prepared to license. There is no religious obligation in the distribution of alms after bathing, but any interference with the practice would be resented on sentimental grounds, especially by Hindu ladies.

If a casual ward is attached to the European Workhouse, as recommended by the Domiciled Community Enquiry Committee, no new institution will be needed for the treatment of European and Anglo-Indian beggars.

Institutions Required.

The necessity for the provision of poor law institutions has been emphasised by those consulted. If any provision is to be made for beggars it must be made so as to meet the needs of all at every stage. The provision of an incurable hospital is a grave necessity which it is the duty of Government and the corporation to provide. The provision of an Industrial Home is necessary so as to provide a work test for the able-bodied and to teach the partially crippled some means of livelihood. The question of the child

mendicant is most important for the future. The necessity for the establishment of an industrial school has been emphasised by the Corporation of Calcutta and others. Existing orphanages, while doing good work, will not be able to provide substitutes for an industrial school.

RECOMMENDATIONS.

The Committee make the following recommendations :—

Beggars, whether religious or otherwise, should be allowed to accept alms in the immediate vicinity of religious places, including temples and bathing ghats, as defined by the Commissioner of Police or District Magistrate, provided they do not solicit alms and are not a danger to public health. With this exception, no begging of any kind by any class should be allowed in the streets or public places. There should be no interference of any kind with the house-to-house solicitation of alms. Charitable endowments for the feeding of the poor should, if possible, be diverted to the support of institutions for the poor. A publicity compaign should be undertaken to educate people up to the more modern methods of charity.

The general principle recommended for adoption is that persons should be placed before a Magistrate for decision as to whether or not they are vagrants. If they are declared vagrants they should be committed to the care of experts for an indefinite period.

The following Poor Law Institutions should be provided :—

(*a*) Receiving Centre and Casual Ward.
(*b*) Hospital for Incurables and Curable Ward.
(*c*) Almshouse.
(*d*) Industrial Home.
(*e*) Industrial School.

The proposals made are of an experimental nature owing to the great change in custom advocated and the introduction of a system new to India. All five institutions should be grouped together in an outlying site in the northern area. They should be under a fully qualified medical superintendent, who will devote his time to the medical and psychological study of beggars. Vagrants on commitment should be sent to a Receiving Centre for observation and classification and thence drafted to one or other institution for treatment according as to whether incurable, diseased but curable, aged and infirm, able-bodied or capable of being taught an occupation, or children.

The Receiving Centre and Casual Ward should be built to accumulate 200 persons—men, women and children. The incurable Hospital should be built to consist, in the first instance, of five 40-bed wards, and the Curable ward of 50 beds. An almshouse should be provided for those who are too old to work, but who are capable, to some degree, of looking after themselves and are free from disease. The Almshouse should be built, in the first instance, to accommodate 75 persons—men and women. An employment bureau should be combined with the Industrial Home, and the chief duty of the Superintendent should be to secure outside employment for the vagrants in the Home. A penalty should be provided for refusing such employment. The Industrial Home should be built to accommodate 75 persons. The Industrial School should be built to accommodate 100 children in the first instance. The inmates of the school should do all the work therein, and as far as possible no servants should be kept. The principles of Boy Scout training might well be introduced into the school and the training might also include instruction in farming and other agricultural pursuits. All the staff of the Poor Law Institutions should be provided with free quarters.

Cost of Institutions.

The non-recurring cost of the five institutions proposed will be about Rs. 21,24,500 and the recurring cost some Rs. 1,55,220 per annum. The non-recurring and recurring cost should be borne by Government and the Corporation of Calcutta in a fixed proportion ; outlying municipalities should contribute a proportionate cost of the maintenance of vagrants for whom they are responsible on a capitation basis.

The management of the institutions should rest with four members nominated by the Corporation of Calcutta, four members nominated by Government and four other members co-opted by them from among persons of experience in social and charitable work and acquainted with the needs of mendicants. Ladies should be eligible for service on the Board. A representative panel of visitors should be appointed to visit and comment on the working of the institutions. The feasibility of establishing a Labour Colony in Assam or elsewhere should be borne in mind.

Legislation.

A specific and severe penalty should be introduced for persons employing children to beg. Steps should be taken to expedite the introduction of a children Bill. The case of able-bodied beggars hiring emaciated, mutilated or diseased children for the purpose of exciting charity should not be overlooked. The proposed legislation should be extended to all the outlying municipalities round Calcutta, especially Howrah. Provision should be made for the certification of existing buildings as receiving centres or institutions for the reception, accommodation and treatment of vagrants. Able-bodied vagrants, declared vagrants for the second time should be liable to three months' imprisonment and for the third or higher time to imprisonment for one year. Able-bodied vagrants born outside the Presidency of Bengal should be repatriated.

POLICE.

Suppression of Brothels Bill.

[Burma.]

The following Bill is published by order of the Lieutenant-Governor under Rule 24 of the General Rules for the conduct of the Legislative Business of the Council of the Lieutenant-Governor of Burma, and leave to introduce it in Council will be moved for on the 26th February 1921:—

Whereas it is expedient to make better provision for the suppression of brothels, the traffic in women, the practice of solicitation and other purposes; and whereas the previous sanction of the Governor-General has been obtained under Section 79 of the Government of India Act, 1915, to the passing of this Act; it is hereby enacted as follows:—

Short title, commencement and extent.

1. (1) This act may be called the Burma Suppression of Brothels Act, 192 .

(2) It shall come into force on such date as the Local Government may, by notification, direct.

(3) It shall extend in the first instance to Rangoon Town only:

But the Local Government may, by notification, extend all or any of its provisions to any other area with such modifications, as, having regard to the principles of this Act, it may deem necessary.

Repeal.

2. Sections 43A, 43B and 43C of the Rangoon Police Act, 1899, are hereby repealed.

Soliciting for purposes of prostitution and indecent exposure of person.

3. (1) Any person who in any street or public place or place of public resort or within sight of, and in such manner as to be seen or heard from any street or public place, whether from within any house or building or not—

(*a*) by words, gestures or otherwise attracts or endeavours to attract attention for the purpose of prostitution; or

(*b*) solicits or molests any person for the purpose of prostitution; or

(*c*) being a prostitute, wilfully and indecently exposes her person,

shall be punished with imprisonment which may extend to eight days, or with fine which may extend to fifty rupees.

(2) Notwithstanding anything contained in Section 65 of the Indian Penal Code, imprisonment in default of fine imposed under sub-section (1) may extend to eight days.

Release on security on conviction under section 3.

4. In any case in which a person is convicted of an offence punishable under Section 3, and no previous conviction is proved against him, the Court may, instead of sentencing him at once to any punishment, direct that he be released on his entering into a bond for his good behaviour, with or without sureties, and during such period (not exceeding one year) as the Court may direct.

Punishment for living on the earnings of prostitution.

5. (1) Any male person who knowingly lives, wholly or in part, on the earnings of prostitution shall be punished with imprisonment which may extend to two years, or with fine which may extend to one thousand rupees, or with whipping, or with any two of those punishments.

When a person to be deemed to be living on earnings of prostitution.

(2) Where a male person is proved to be living with, or to be habitually in the company of, a prostitute, or is proved to have exercised control, direction or influence over the movements of a prostitute in such a manner, as to show that he is aiding, abetting or compelling her prostitution with any other person or generally, it shall be presumed, until the contrary is proved, that he is knowingly living on the earnings of prostitution.

6. Any person who—

Procuration.

(*a*) procures or attempts to procure any woman or girl, whether with or without her consent, to become a common prostitute, or to leave her usual place of abode in Burma with intent that she may, for the purposes of prostitution, become the inmate of, or frequent a brothel;

(*b*) brings or attempts to bring into Burma any woman or girl with a view to her becoming a common prostitute;

shall be punished with imprisonment which may extend to two years, or with fine which may extend to one thousand rupees, or with whipping, or with any two of those punishments.

Detention in brothel or with intent.

7. (1) Any person who detains any woman or girl against her will—

(*a*) in any house, room, or place in which the business of a common prostitute is carried on, or

(*b*) in or upon any premises with intent that she may have sexual intercourse with any man other than her lawful husband,

shall be punished with imprisonment which may extend to two years, or with fine which may extend to one thousand rupees, or with whipping, or with any two of those punishments.

(2) A person shall be deemed to detain a woman or girl, who is in any house, room or place in which the business of a common prostitute is carried on, or in or upon any premises for the purpose of sexual intercourse with any man other than her lawful husband, if such person, with intent to compel or induce her to remain there—

(*a*) withholds from her any jewellery, wearing apparel or other property belonging to her, or

(*b*) threatens her with legal proceedings, if she takes away with her any jewellery or wearing apparel lent or supplied to her by or by the direction of such person.

(3) No Court shall entertain any proceeding whatsoever, whether civil or criminal, against any such woman or girl for taking away or being found in possession of any jewellery, wearing apparel, money or other property alleged to have been lent or supplied to, or to have been pledged by such woman or girl.

8. Any person who—

Punishment for keeping, etc., a brothel or allowing premises to be used as a brothel or for the purpose of habitual prostitution.

(*a*) keeps or manages or acts or assists in the management of a brothel; or

(*b*) being the tenant, lessee, occupier or person in charge of any premises, knowingly permits such premises or any part thereof to be used as a brothel or for the purposes of habitual prostitution; or

(*c*) being the lessor or landlord, lets the same, or any part thereof, with the knowledge that such premises, or some part thereof, are or is to be used as a brothel or is wilfully a party to the continued use of such premises, or any part thereof, as a brothel,

shall be punished with imprisonment, which may extend to three months, or with fine which may extend to five hundred rupees.

Provided that nothing in clauses (*a*) and (*b*) of this section shall apply to any premises occupied by a woman or girl for her own prostitution only.

Punishment for subsequent offence.

9. Any person who, having been convicted of an offence punishable under Section 8, is again convicted of an offence punishable under the said section, shall be punished with imprisonment, which may extend to one year, or with fine which may extend to one thousand rupees, or with both, and may, in addition to such punishment, be required by the Court to execute a bond, with sureties, for his good behaviour for such period, not exceeding three years, as the Court may direct, and, in default of executing such bond, may be imprisoned for a period not exceeding six months in addition to any term of imprisonment awarded in respect of his offence.

Determination of tenancy of premises on conviction for permitting use as brothel or for purposes of habitual prostitution.

10. (1) On conviction of the tenant, lessee or occupier of any offence under Section 8, clause (*b*), the landlord or lessor shall be entitled to require the person so convicted to assign the lease or other contract, under which the said premises are held by him, to some person approved by the landlord or lessor, which approval shall not be unreasonably withheld, and, in the event of the person so convicted failing within three months to assign the lease or contract as aforesaid, the landlord or lessor shall be entitled to determine the lease or other contract, but without prejudice to the rights or remedies of any party to such lease or contract occuring before the date of such determination.

(2) If the landlord or lessor determines a lease or contract of tenancy under the provisions of Sub-section (1), the Court which has convicted the tenant, lessee or occupier may make a summary order for delivery of possession to the landlord or lessor.

(3) If the landlord or lessor, after such conviction has been brought to his notice, fails to exercise his rights under Sub-section (1) and subsequently during the subsistence of the lease or contract, any such offence is again committed in respect of the premises, and landlord or lessor shall be deemed to have abetted that offence, unless he proves that he had taken all reasonable steps to prevent the recurrence of the offence.

(4) Where a landlord or lessor determines a lease or other contract under this section, and subsequently grants another lease or enters into another contract of tenancy to, with, or for the benefit of the same person without causing to be inserted in such lease or contract all reasonable provisions for the prevention of a recurrence of any such offence, he shall be deemed to have failed to excercise his rights under the provisions of this section, and any such offence committed during the subsistence of the subsequent lease or contract shall be deemed, for the purposes of this section, to have been committed during the subsistence of the previous lease or contract.

Police-officer may arrest without warrant in certain cases.

11. Any police-officer may arrest without a warrant any person committing, in his view, any offence punishable under Section 3, or whom he has reason to believe to be committing an offence under Section 6, if the name and address of such person be unknown to such police-officer and cannot be ascertained by him then and there.

Power for police to enter premises in certain cases.

12. Any police officer of or above the rank of Sub-Inspector may, for the purpose of ascertaining whether an offence punishable under Section 5, 6, 7 or 8 has been or is being committed, enter without a warrant any

premises, in which he has reason to believe that any woman or girl is living in respect of whom any offence punishable under Section 5, 6 or 7 has been committed or any premises in respect of which he has reason to believe that an offence punishable under Section 8 is being committed.

Forfeiture of bond.

13. The provisions of Sections 125, 514 and 515 of the Criminal Procedure Code shall apply as nearly as may be to a bond taken under this Act, as if the same were taken under that Code.

Deportation of persons of European extraction convicted of an offence under section 3, 5 or 7.

14. (4) Any person of European extraction as defined in Section 3 of the European Vagrancy Act, 1874, on being convicted of an offence under Section 3, Section 5, Sub-section (1), or Section 7, Sub-section (1), of this Act, may be removed from Burma to any port other than a port in British India in accordance with rules made under Sub-section (2).

(2) The Local Government may make rules for the removal of persons under Sub-section (I) and may by such rules provide for all or any of the following matters, *viz*:—

(*a*) the authority or officer by whose order such persons may be removed;

(*b*) the port at which such persons shall embark;

(*c*) the port of destination and the route by which such persons shall travel;

(*d*) the time at and manner in which such persons shall be put on board the vessel by which they shall be removed;

(*e*) the manner in which and the persons by whom the cost of removal shall be defrayed; and

(*f*) the conditions on which such persons may return to Burma.

(3) The Local Government may attach to the breach of any rule made under Sub-section (2), clauses (*a*), (*b*), (*c*) (*d*), or (*f*), a punishment, which shall not exceed imprisonment for six months and a fine of two hundred rupees.

Offences triable by 1st Class Magistrates only.

15. Offences punishable under Sections 5, 6, 7, 8 and 9 shall be triable by Magistrates of the 1st class only.

Appeal from orders under Section 10 (2).

16. Orders passed under Section 10, Sub-section (2), by any Magistrate other than the District Magistrate shall be appeal able to the District Magistrate.

Notes on Clauses.

Clause 1.—It is proposed to bring the Act into effect in Rangoon, after an interval of about three months from the date on which it is passed, and to bring it into effect gradually over the rest of Burma.

Clause 2.—The sections to be repealed are the sections which provide that brothels may be closed only on the complaint of a specified number of inhabitants, and which allow the existence of segregated areas; also the sections which make solicitation punishable. Under this Bill all brothel-keeping becomes illegal, while a wider meaning is given to the word "solicitation" on the lines of Section 120 of the City of Bombay Police Act.

Clause 3.—*Vide* note on clause 2 *ante*.

Clause 4.—Allows a Court to release a person found guilty of solicitation on security. It is hoped that this clause may be of use, when institutions are established, which are willing to take charge of prostitutes with a view to their reformation.

Clause 5.—The punishment of the *souteneur* is on the lines of the English Statute. Similar provision has been brought into force in Ceylon by Ceylon Ordinance No. 21 of 1919.

Clause 6 provides penalties for the procurer on the lines of the English Statutes. A similar provision has been made in the Ceylon Ordinance.

Clause 7.—This also is on the lines of the English Statute, under which it is a specific offence to detain a woman in a brothel against her will. Sub-clause (2) of this clause is aimed at the common practice of withholding the wearing apparel of a prostitute in order to prevent her leaving a brothel.

Clause 8 is based on the English Statute. Similar provision against the brothel keeper or the lessor or landlord of premises used as a brothel is in force in Ceylon. The object of the proviso to this clause is to prevent its being used for the oppression of a prostitute who is living alone, and is not living on the proceeds of other women's prostitution.

Clause 10 is based on the English Statute. It enables a landlord to determine the tenancy of a tenant who uses his premises as a brothel, and makes the landlord liable for abetment if he fails to take such action against his tenant.

Clause 11 enables a police-officer to arrest without a warrant any person who solicits or attempts to procure within his view, if the name and address of such person are not readily ascertainable. Under the Rangoon Police Act a police-officer may similarly arrest any person committing in his view any of the offences referred to in that Act.

Clause 12 empowers a police-officer of or above the rank of Sub-Inspector to enter, without a warrant, premises believed to be used as a brothel or in which girls are believed to be unlawfully detained under the Act.

Clause 14.—The object of this clause is to enable the Local Government to send European prostitutes and *souteneurs* out of Burma and back to the contries to which they belong.

STATEMENT OF OBJECTS AND REASONS.

The object of this Bill is fourfold. In the first place it is desired to make brothel-keeping, the deliberate letting of premises for use as brothels, and the detention of women in brothels against their will, illegal. In the second place it is desired to make it illegal for a man to live on the earnings of a prostitute. In the third place it is desired to penalise the procuring of women for immoral purposes. And fourthly, it is proposed to extend the definition of soliciting, as at present prohibited by Section 43C of the Rangoon Police Act, 1899, and by Section 181B of the Burma Municipal Act, 1898, so as to protect passers-by from the allurements of prostitutes, who indulge in indecent gestures in their houses in sight of the street. The action proposed to be taken against brothels is drastic, but is commended by the example of England, the City of Bombay and Ceylon. The policy which prevailed until recently in Rangoon and which still prevails in other towns in Burma, of trying to confine brothels to certain streets, has proved a failure. It has given rise to much justifiable complaint on the part of persons who reside in the vicinity, or have to visit the vicinity in the course of business: it has led to no reduction in the number of brothels, but has led, on the contrary, to the open flaunting of vice in the streets, where these places are allowed. It is an evil which half-measures only aggravate.

The desirability of suppressing the procurer and the *souteneur* is now generally recognised in most civilised countries. The principal aim of the Bill is to discourage, by heavy penalties, panderers and all those who make or try to make a living out of the prostitution of others.

Police Administration in Bihar.

Government Review on the Report for 1919.

Village Police.—The Lieutenant-Governor in Council has learned with pleasure that in many districts the work of the village police has shown a marked improvement, and that in several they were responsible unaided for the arrest of notorious criminals. The efficiency of the chaukidar depends very largely on the interest taken in his work by his superior officers, and no officer is fully efficient who has not learnt how to utilize this agency. It is disappointing, therefore, to find that the Inspector-General attributes the unsatisfactory work by chaukidars in part at least to the apathy of officers in charge of police-stations. This is a matter in which Superintendents of Police have the remedy in their own hands. If the head of the district makes it plain that he takes a keen personal interest in the village police, his subordinates will not be slow to follow his example.

Ordinary Crime.—The main feature of the year was an enormous increase of offences against property. That this was due in the main to economic causes, especially the partial failure of the monsoon of 1918, is evident from the fact that the excellent harvest of 1919 was followed by an equally marked decline. The most serious feature was a violent outbreak of dacoity in Manbhum. This outbreak commenced in 1918, but though vigorous measures were taken to check it, the year 1919 was well advanced before it was brought under control, the total number of cases reported during the year numbering no less than 310. For many of these dacoities a Bhumji gang under the leadership of three notorious criminals was responsible, and it was not until there leaders were arrested and the gang broken up that success was attained. The leaders, after arrest, confessed to the commission of more than a hundred dacoities, and the information thus obtained was most valuable. Many persons were convicted of specific offences, and two hundred and sixty were dealt with under the preventive sections of the Criminal Procedure Code. The removal of the leaders effectively broke down the organization behind the movement, while the deputation of a force of two hundred armed police rendered it possible to suppress fresh sporadic outbreaks as soon as they occurred, and did much to restore confidence. The investigating staff of the district was strengthened by the deputation of a number of officers from other districts.

It was not only dacoity however, with which the police had to cope. An increase of 44 per cent in the number of robberies reported, of 60 per cent in the number of burglaries and of 53 per cent in the number of thefts created a problem which severely taxed the resources of the department. The difficulties of the situation were, however, energetically tackled by the district police, who received much valuable assistance from the Criminal Investigation Department. Ably directed by Mr. Ryland who held the post of Deputy Inspector-General, Crime, from the date when the Province of Bihar and Orissa was created until his final departure from India in April 1920, the trained and experienced officers of the Criminal Investigation Department were brought into play wherever organized and professional crime called for special measures. In particular they were closely engaged in the struggle with dacoity in Manbhum, Bhagalpur and Champaran, and their efforts contributed materially to the success attained.

False cases.—Though the number of false cases was larger than in 1918, the proportion of cases declared false to the total reported crime shows a slight decrease. Prosecutions were ordered in less than 10 per cent of the

cases found on investigation to be false, and convictions were obtained in less than half the cases prosecuted. The number of cases in which compensation was awarded under Section 250 of the Criminal Procedure Code was greater than in 1918, but still compares unfavourably with the figures for 1916 and 1917. The variations between districts in this matter are very marked. In Muzaffarpur for example, compensation was given in 23 per cent of the cases declared false, while in the adjacent district of Saran and also in Palamau and Manbhum the section was never used at all. The attention of District Magistrates has been drawn to this matter in the Resolutions of each of the last three years, but the disappointing figures of 1919 show that sufficient attention has not yet been given to the matter. The Lieutenant-Governor in Council desires that Divisional Commissioners will again examine the subject during their annual inspections in each district, and submit to Government copies of the notes they record.

False civil suits.—During the year four persons were convicted of bringing fraudulent civil suits. It is difficult to exaggerate the mischief which is done by this form of crime, and there is too much reason to fear that gangs of persons exist who make the institution of such suits their profession. An officer of the Criminal Investigation Department is constantly employed in the investigation of these cases, and a larger staff could with advantage be employed on work of this kind.

Remands.—The percentage of cases decided at the first three hearings rose from 62 to 65·5 while that of cases remanded more than six times fell from 5·4 to 4·9. In view of the very large increase in the number of charge sheets submitted these reflect credit both on the police and on the Magistracy. There is still, however, room for improvement in several districts and particularly in Bhagalpur and Palamau neither of which have shown satisfactory results since 1915.

REVENUE.

Land Revenue Administration.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1919-20.

[Bengal.]

General conditions of the year:—The year under report started unfavourably. Northern Bengal had not fully recovered from the effects of the floods of 1918; Western Bengal was feeling the effect of the drought and consequent failure of crops; while prices of all the necessaries of life were ruling very high over the whole of Bengal. The poor supply of rain from the monsoon of 1919, and its defective distribution adversely affected the outturn of crops especially in the Western districts. Repeated failure of crops on account of drought culminated in famine in Bankura which was declared in May 1919. Gratuitous relief centres were opened throughout the district, and relief works were started and agricultural and land improvement loans were freely distributed. The situation was fortunately relieved by bumper crops in the autumn. Distress also appeared in portions of the Chittagong Hill Tracts owing to the failure of *jhum* crop. Agricultural loans relieved the distress. In the Brahmanbaria sub-division of the Tippera District it was found necessary to open test-works for relief and to continue the distribution of agricultural loans commenced in the previous year in consequence of the poor outturn of crops.

The condition prevalent in the Presidency reacted on the health of the population and there were general outbreaks of diseases such as malaria, cholera, small-pox, influenza and dysentery.

Land revenue demand and collections.—The current demand of the year amounted to Rs. 2,76,47,171 showing a decrease of Rs. 2,80,656 as compared with that of the previous year, due to a part of the demand being transferred to the next year in Jalpaiguri owing to a change in the latest date of payment of arrears of renvenue from 1st March to 1st April in respect of tea and jute lands. The collections amounted to Rs. 2,78,82,712 being 93·36 per cent. of the total and 100·85 per cent. of the current demand against 92·76 and 100·56 per cent. respectively, in the previous year. The remissions amounted to Rs. 3,31,623 out of which Rs. 2.18,369 were only nominal, being granted in compromise of civil suits between Government and settlement-holders of estates. The total land revenue demand was a little over one-fifth of the gross rental of the province.

Road and public works cesses.—The current demand showed a net increase of Rs. 83,547 due to valuation and revaluation proceedings and royalty receipts from mines. The percentage of total collections on the current demand rose from 98·7 to 101·8. The standard of 100 per cent. on the current demand was attained in 16 districts against 12 in the preceding year. Valuations and revaluations, partial or complete, were made in 13 districts and were completed in 7. The revaluations conducted by the Settlement Department were completed in Noakhali and were in progress in Rajshahi and Tippera.

Revenue and cess money orders.—The number of money orders for the remittance of land revenue and cesses decreased from 230,203 in the previous year to 228,117, but the amount covered by them rose from Rs. 20,54,538 to Rs. 21,52,603. The decrease in the number of orders and the increase in the amount are attributed to the more extended use of the combined form of money orders introduced for the remittance of land revenue and cesses.

Coercive measures.—The numbers of estates which defaulted in the payment of land revenue and became liable to sale and of those which were actually sold were 13,098 and 1,234, respectively, against 14,718 and 1,319 in the previous year. The percentage of sales to defaults was nearly the same as in the preceding year. As in the previous year Chittagong shows the largest number of defaults as well as of sales. The number of defaults was also large in Mymensingh, Midnapore and Dacca, and the proportion of sales to defaults was large in the 24-Parganas. The number of certificates filed during the year, including those for cesses, was 99,214 against 114,089 in the previous year, and the number pending at the close of the year was 30,756 against 36,036 of the preceding year. In the majority of cases payments were made on the issue of notices or on attachment of property. Actual sale was resorted to only in 5,563 cases or 4·6 per cent. of 120,396 cases disposed of during the year.

Government estates.—The total number of estates under direct management, including those of private individuals managed by Government, was 2,319 with an aggregate annual demand of Rs. 42,32,463. A sum of Rs. 1,53,858 was spent on miscellaneous and sanitary improvements out of which Rs. 66,463 were for drainage, irrigation and embankments. The expenditure on roads and communications was Rs. 3,02,525, of which Rs. 77,446 were met by Government and the balance from District Boards and other local funds. There were 2,466 schools in Government estates attended by 75,387 pupils, and the total expenditure on education amounted to Rs. 97,658, of which Rs. 52,182 were met by Government and the balance from local funds.

Waste lands.—The rules for the grant of waste land leases to large capitalists in the 24-Parganas and Khulna portions of the Sundarbans remained in abeyance, but land was reclaimed for raiyatwari settlements both in certain lots of the 24-Parganas portion as well as in Bakarganj. The progress made was satisfactory.

Drainage, embankment and irrigation.—Government have decided to bear the whole cost of the two projects for the improvement of the drainage of the Contai sub-division in Midnapore sanctioned in the previous year and to carry them out as works of public utility. They are now in progress. The estimate of cost in connection with the project for the drainage of the Amta basin in the district of Howrah was raised from Rs. 9,00,000 to Rs. 10,42,210. Steps were taken to carry out the preliminary legal procedure in connection with the three anti-malarial projects started during the preceding year in the districts of the 24-Parganas, Nadia and Jessore under the Bengal Sanitary Drainage Act. In the district of Tippera damage to crops and property is done almost every year owing to breaches in the Gumti embankments by floods; orders were accordingly issued during the year for taking these embankments under the charge of Government.

A Bill called the Bengal Agricultural and Sanitary Improvement Bill was introduced in Council with a view to amend the law relating to the construction of drainage and other works for the improvement of the agricultural and sanitary conditions of certain areas in Bengal. The Bill has passed into law since the close of the year.

SANITATION.

Sanitatary Administration.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1919.

[Burma].

The year 1919, though not so unhealthy as the preceding year, was still marked by heavy mortality. Though the number of deaths fell from 3,88,906 to 3,05,461, it was still 56,860 in excess of that recorded in 1917, and the death-rate was largely above the average, both in Lower and Upper Burma. This was due to the influenza epidemic, which, though not so severe as in 1918, did not spend its force till nearly the end of the year, while other diseases, cholera, small-pox and dysentery in particular, were more than usually prevalent.

Cholera visited all districts and caused no less than 13,260 deaths, the largest number recorded since 1915, when there were 17,597 deaths from this disease. The disease was active throughout the Province from the early part of the year to the end of August when the rate of mortality fell, but even in the last four months there were nearly 3,000 deaths from this cause. Very hot weather preceding the late break of the monsoon, and scanty water-supply, are given as causes contributory to the epidemic, while the comparative immunity of some towns where a piped supply of water has been introduced emphasises the necessity of wider extension of the system. Owing to the rapidity of the spread of the disease, and to the complete ignorance of its cause and of the necessity of sanitary precautions which prevails among the greater part of the population, it is a matter of extreme difficulty to combat it in rural areas, particularly with the present depleted staff of medical officers.

The number of deaths from small-pox was also abnormally high during the year, being 3,917 against 750 in the previous year.

In a year with so unhealthy a record it is at least satisfactory to find a sensible decline in mortality from plague. The number of deaths caused by this disease was the lowest for five years and less than half the figure recorded for the preceding year. From three districts it is reported that belief in inocuation against plague is gaining ground among the rural population. Measures which reduce the rate population, and remove it from close contact with man must reduce the incidence of plague, and the co-operation of Municipal Committees throughout Burma is of the greatest importance if any lasting success is to be achieved.

The mortality under "fevers" is swelled by the inclusion of an unknown number of deaths from influenza. The virulent epidemic of the autumn of 1918 continued into the early part of 1919, and, though its severity very greatly diminished as the year went on, yet it undoubtedly swelled the death-roll ascribed to fevers until the closing months of the year. In Rangoon it is estimated that 5,000 out of a total fever mortality of 14,000 was due to this disease. The report contains an interesting note on the method adopted for the suppression of an epidemic of influenza in the Turkish Prisoners' Camp at Meiktila towards the end of 1919, but naturally such methods are impracticable in the districts.

As noticed in the last year's Resolution, the influenza epidemic having largely affected the female population at the child-bearing age, the birth-rate was necessarily adversely affected. The year's birth-rate was 29·89 per mille, which is the lowest on record during the last ten years, the total number of births registered being 2,93,672 against 3,24,308 in 1918. The decrease was common to urban and rural areas and to both Upper and Lower Burma.

The provincial rate of infant mortality was 216·09, which was lower than the previous year's rate, but was still in excess of the 1917 figure. This was no doubt due in a large measure to the effect of the influenza epidemic on pregnant women. The Lieutenant-Governor is pleased to note that good progress was made during the year by the societies for promoting the welfare of mothers and infants, but until the Burmese ladies themselves take larger interest in this matter, the societies will continue to depend too much on temporary European residents, whose departure often causes a setback. The question of the provision of paid supervisors is under consideration. In addition to the grants annually made to the societies for the welfare of infants and mothers, a special grant of Rs. 5.500 was made during the year to supplement the public subscriptions collected for the execution of a scheme inaugurated by Lady Craddock for erecting some simple maternity shelters in the vicinity of crowded slums. An experimental shelter of this kind is under construction near the Pazundaung quarter of the city of Rangoon, which is inhabited largely by the poorer classes of the Burmese people. If this experiment succeeds it will be followed by others so as to make it possible for women about to be confined to move into a maternity shelter where they will be within easy reach of their relatives, and will have the services of properly trained midwives and the advantages of clean surroundings.

Out of the recurring sanitary grants of Rs. 6,00,000 the Rangoon Municipality received Rs. 5,38,393. Of the total expenditure of 58 lakhs on Civil Sanitary Works, over 18½ lakhs were spent on water-supply, over 5½ lakhs on drainage, 17½ lakhs on conservancy and nearly 16½ lakhs on other sanitary works. The initiation of many new water-supply schemes, and the completion of those under construction, were unavoidably delayed owing to the impossibility of obtaining materials for sinking tube wells and for constructing distributary pipe systems.

Sanitary Administration.

REVIEW ON THE REPORT FOR 1919.

[Madras.]

Birth-rate.—In every district the birth-rate is markedly below the quinquennial average.

Defective registration is the cause customarily assigned for this decline and the fact that the birth-rate in many cases is exceeded by the death-rate supports this conjecture. No doubt the census of 1921 will provide data for determining the extent to which registration is at fault, but the Government consider that the Sanitary Commissioner should endeavour by intensive examination in selected areas in each district to arrive at some co-efficient of error, to ascertain why in some areas the birth-rate is twice that in others, and to decide to what extent, if at all, the statistical decline in birth-rate is real. The Board of Revenue has expressed the opinion that the registration

of vital statistics is less satisfactory in areas where it is compulsory than in areas to which compulsion has not been extended. The Sanitary Commissioner should be in a position to verify the accuracy of this view. The correct registration of birth is of more than academical interest, as it should constitute the foundation of the policy of local bodies in regard to vaccination and maternity relief. The attention of all presidents of local boards and chairmen of municipal councils is drawn to the dubiousness of their birth-rate statistics, and the Government expect them to exercise particular vigilance in this branch of administration.

Death-rate.—Public health during 1919 was under all heads much better than in 1918. The death-rate in most districts was below the quinquennial average.

Another fact of widespread importance revealed by the mortality statistics is the very high rate prevailing generally among Muhammadans as compared with other communities. The Sanitary Commissioner is requested to examine closely the reasons for this high mortality.

Infantile mortality is a problem of growing public interest and one which local bodies could alleviate at relatively slight expense, if they would earnestly tackle it. The statistics compiled in the Sanitary Commissioner's office deserve publicity, in order that the local bodies responsible may know where they stand.

These statements do not reflect credit on local self-Government. It is true that the ratio has fallen below that of 1918 in almost all areas, but in many it is still well above the quinquennial average and incompatible with enlightened administration. It is of little use to recapitulate in general terms the causes assigned in the report for 1918. The Government require constructive proposals for bettering the conditions of infancy from each of the local bodies within whose jurisdiction the infant mortality exceeds the Presidency average.

In Madras City infant mortality fell from 360·7 in 1918 to 332·1 in 1919, but this is well above the quinquennial average of 302·1. Some improvement was effected under the Child Welfare Scheme undertaken by the Corporation towards the close of 1917. In the twelve months ending with September 30th, 1919, 1,052 infants were tended under the scheme in the Triplicane centre, against 681 in the previous year. The mortality among the infants so tended worked out at 276·8. Work under the scheme is expanding, and additional centres were opened in Washermanpet and Purasawakam. It is clear that a much more comprehensive organization is necessary, if Madras City is to redeem its reputation as one of the deadliest towns in the Presideney.

Cholera.—The number of deaths from cholera fell from 122,268 in 1918 to 98,262 in 1919, but this figure is 34,323 in excess of the mortality of 1917. Useful work was done by the eight provincial cholera parties which operated in the worst affected districts. The Government await the Sanitary Commissioner's proposals for improving the working of these parties, but they cannot undertake to relieve local bodies of responsibility for this branch of public health administration, and they hope that no time will be lost in constituting Public Health Boards for each district with a view to co-ordinating and expanding the work of such statutory and voluntary agencies as exist or may be brought into being.

Cholera prevention is not, however, likely to be effective unless closer attention is paid than hitherto to the history of each epidemic with a view to determine the areas most susceptible to infection and the periodicity of the disease within each such area. The report is silent on this vital point,

and until such data are collected and collated, the sanitary staff must blindly follow the epidemic instead of forestalling it. Such information is also needed before any programme worth having can be drawn up for the protection of drinking water in rural areas. The Sanitary Commissioner and his deputies are requested to devote personal attention to this aspect of preventive work and to assist the local authorities in defining their policy so as to give protection where it is most needed.

Water-supply.—The provision of protected water-supply in municipal areas is regrettably backward. In the year under report not less than 45 out of 74 municipalities had no protected supply. Two installations were under construction, the investigation of three schemes was completed and that of twelve schemes was in progress. Unless means can be found for financing these schemes, it is unlikely that the present rate of progress can be accelerated.

It is gratifying to note that Municipal Councils are beginning to realize the importance of complying with the advice of the Sanitary Engineer and carrying out the measures suggested by him to remedy defects in these installations.

The statistics of vaccination do not appear to bear direct relation to small-pox mortality, a high vaccination rate being in some areas concurrent with a high death-rate from small-pox, and in others with a low death-rate, and *vice versa*. The reason for the concurrence of a high death-rate with a high vaccination rate, and of a low death-rate with a low vaccination rate is to be found in the Sanitary Commissioner's statement attributing the decline in vaccination " to the absence or less prevalence of small-pox. " The Government cannot accept this explanation, and would impress on all local authorities their responsibility for rendering an epidemic impossible in the areas committed to their charge.

The policy of the Sanitary Department and of local bodies as regards revaccination is still nebulous. No information is given in either of the reports as to whether revaccination is insisted on, on admission into schools or into public service, or whether any effort at all is made to educate public opinion as to the need for revaccination. The Government would also suggest that on the outbreak of an epidemic, systematic enquiries should be made in selected areas as to the number of protected persons who contract and succumb to the disease.

Plague.—Plague accounted for 5,645 deaths against 12,859 in 1918. The number of persons inoculated with anti-plague vaccine is not reported, nor is mention made of the steps taken to combat epidemics and guard against re-inspection. The localities most exposed to infection are well known, as are also the sources of infection. It should be possible for the Sanitary Commissioner, in the light of experience accumulated since plague first appeared in this Presidency, to draw up a comprehensive programme of preventive measures. It should be possible to eliminate the dangerous features of known foci of infection, such as granaries and railway premises, by intensive rat destruction or by prohibiting the storage of grain in godowns which are not rat proof or which are situated in densely populated areas. Even methods of storing grain for household use deserve attention, and villagers should be encourged to segregate arrivals from infected places as provided for by Regulation. The Sanitary Commissioner is requested to give attention to such measures and to inform the Government of what is being or should be done.

Conservancy is still defective. It is unsatisfactory to note that public latrine accommodation is insufficient in no less than 22 municipalities,

including some of the most important towns in the Presidency, and that the number of insanitary latrines in use is large. Nearly two-thirds of the total number of houses in district municipalities are unprovided with private latrines, and the prevailing methods of disposing of nightsoil and sullage are crude, wasteful and offensive. Sewage farms are maintained by 13 municipalities, but little interest is shown in their exploitation. The Government desire that the Sanitary Commissioner and his deputies should in future devote more attention to the economic disposal of the waste products of conservancy and assist local bodies in devising methods which are more profitable and more consistent with hygiene. The failure of local bodies to set aside a depreciation reserve for the renewal of conservancy plant is likely to land them in serious difficulties.

The report of the Sanitary Engineer shows good progress in the investigation of drainage schemes, and it is not his fault that only one scheme has been carried through. The Government hope that the general public will awaken to the importance of proper drainage and insist on an acceleration of the programme of works to be executed. Four type-designs have been approved by the Sanitary Board in the year under report. In future reports the Government require information as to the number of buildings and installations actually constructed on type-designs and a note on their success or failure.

The reluctance of professional men to accept service under municipal councils is a menace to the future of sanitation in this Presidency. Of the two appointments sanctioned for first-class health officers one is at present vacant, and of the 14 posts sanctioned for second-class health officers only three are filled. No candidates have appeared for training as health officers for the past three years. Even men qualified as sanitary inspectors avoid service under local bodies, if they can get other employment.

Consultative Council of Public Health.

RULES FOR REGULATING ITS FUNCTIONS AND PROCEDURE.

[Madras.]

1. The Consultative Council of Public Health shall consist of—

(*a*) the members of the Board of Public Health (*ex-officio*), excluding the Minister, and

(*b*) seventeen others to be nominated annually by the Minister, of whom not less than ten shall represent local bodies.

2. (*a*) The Minister in charge of Public Health shall nominate a member of the council to be chairman of the council and another member to be vice-chairman. The chairman and vice-chairman to hold office for one year.

(*b*) The Under Secretary, Local and Municipal Department, shall act as Secretary to the council.

3. The council shall ordinarily meet at Fort St. George once a month.

4. Special sessions of the council may be called by the Minister.

5. A notice containing the agenda for each meeting shall be circulated to members at least one week before the date on which it is to be held.

6. No business shall be entered in the agenda except under the orders of the Minister and no business shall be transacted at a meeting unless at least eight members are present.

7. The decisions or advice of the council shall be recorded in the form of recommendations.

8. Any member of the council who wishes to bring up a recommendation on a subject for discussion before the council, shall give at least fifteen days' notice to the Secretary, and provide a note explaining the objects and reasons for his recommendation, and the Secretary shall thereupon obtain the Minister's orders as regards its inclusion in the agenda.

9. The council shall have no jurisdiction to consider questions relating to the personnel of appointments or the conduct or punishment of individual officers.

10. The Secretary shall maintain a record of the proceedings of every meeting of the council.

11. The council may appoint committees for investigating in detail and reporting on questions which are referred to it for consideration.

PART IV.—Miscellaneous.

EXTRACTS FROM A NOTE ON BRIBERY.

By Dewan Rangacharlu in 1856.

REMEDIAL MEASURES.

A system of administration detrimental to the best interests of the subjects and demoralizing in its effects, calls for a remedy. To be precise, the system is as injurious to the reputation of the rulers as it is prejudicial and hurtful to the interests of the subjects: and the moral effects of its continuance upon those who look on the prevalence of abuses and tolerate them in others are not less pernicious than on those whom it more directly affects. The application of remedial measures can no longer be deferred without the State being exposed to serious risks. The remedy, in addition to the removal of the defects already pointed out, consists of an improvement of a positive kind in the constitution of the service, and in the conduct and proceedings of the members of the service. It will naturally fall under the several heads enumerated in the first section, namely—(1) inadequate pay of the native servants, (2) insufficiency of a superior educated and moral agency, (3) imperfections of the revenue system and (4) errors of administrative officers. The remedy for the last of these, namely, "errors of administrative officers," lies in the hands of local officers. It may therefore be appropriately dealt with first and more in detail. The rest of the remedial measures will be described in the order named above, and with such details as the importance of the respective question may demand.

The errors in the administration of a district are committed either in the treatment of the native subordinate servants or in the transaction of business. It is worthy of remark that whilst the Native revenue officials are justly exposed as the oppressors of their countrymen, they are themselves the most ill-treated class of public servants. Their claims to promotion, their personal comforts and conveniences are alike disregarded, although it must be evident that they, more than any others, stand in need of the extraneous aids of encouragement for following the strict paths of duty.

Without moral principles to guide their conduct, without public opinion to check their failings and encourage them in the pursuit of a virtuous course, they are indeed liable to error. A considerate conduct on the part of the Collectors towards them, and a wise distribution of patronage and promotion are the only available means for supplying the above defects, in the native agency. Yet this is a matter not much attended to, at any rate, not brought into practical operation.

The Collector is imperfectly acquainted with his Cutcherry servants, with the exception of the heads of the several departments and a few others who have occasion to see him. Of the Taluk servants excepting the Tahasildars, he has generally no knowledge. Thus situated the filling up of a vacancy is one of the greatest of the difficulties he has to encounter.

A strict observance of the rule of seniority, which in any service must operate disadvantageously, is particularly objectionable in the native revenue service. For here, persons are often introduced without any discrimination and a blind adherence to such a rule would lead to his office being soon filled with a set of incompetent persons. If he delays the matter in order to consider the best mode of filling up the vacancy, he is plagued with applications and even recommendations on behalf of individuals with whose qualifications he is little acquainted; and the whole business of his office comes to a stand still amidst the anxiety of his subordinates to secure themselves or to their friends a share in the promotions.

He desires therefore to get rid of the matter speedily, and for this purpose he must either grope in the dark or throw himself on the advice of his principal servants. The latter course he finds it convenient to follow. This proof of his confidence in his immediate subordinates raises them in the estimation of the Cutcherry and encourages them to the efficient performance of their duties.

But this practice has its drawback, and the men so confided in often manage to shove in, amidst some fair promotions, a number of dependants of their own, possessed of no claim, much to the dissatisfaction and discouragement of the other servants of the office.

As for the poor hard-worked taluk servants, their fate is sealed; they can have their promotion only by chance. Sometimes the Collector is assailed by anonymous petitions from opposite factions, charging each other with bribery, but to no better advantage.

This matter on which depends the best interests of the Native revenue service, and the best encouragement for Native servants to pursue the strict path of duty, the Collector is often not quite prepared to face, and desires to get rid of it by some means or other.

It appears to me that with all the difficulties that are to be encountered, much improvement can be effected in this respect. My suggestions are few and simple. A Collector should always have with him the Moozeen Zabitah or list of servants, Huzur and Taluk, showing (1) their pay, (2) services and (3) dates of previous promotions; and containing a broad margin for remarks in which should be entered their relationship with other officers, their character and qualifications ascertained from the principal persons of his office at a time when their minds are not much prejudiced by the excitements attendant on a vacancy.

The Collector should also note down from time to time his own opinion of men, formed from the matters coming before him, or from occasional personal interviews.

Above all, he should furnish himself with a list shewing fully and in detail the verious duties performed by the several officials. This would enable him to form a correct estimate of their qualifications and usefulness, and to trace every error, delay or irregularity which may occur in the course of his business to the proper parties. Such a list would, at the same time, give him a minute knowledge of the nature and extent of business done in his office.

Provided with this necessary information he will be in a position to judge fairly of the claims of all parties to promotion.

These enquiries should not be conducted as proceeding from a want of confidence in his immediate subordinates. Neither is it advised that they should not be consulted on matters of promotions which indeed is necessary both to give them an interest in their work and to make them esteemed by their inferiors. But the Collector should produce on the public mind an impression that he is capable and has the necessary information to form on the matters going before him, an opinion which will always ensure a fair consideration from him.

A few words more will close my observations on this no unimportant subject.

There should be a regular order of promotion from the Taluk subordinate offices to the Huzur from the Huzur to the Taluk higher offices, and from these ultimately to the Huzur; a system which would ensure a thorough practical knowledge in all the servants rising to higher grades.

Seniority should give the official claim for promotion, except in favour of merit and honesty. Every opportunity should be taken to fill the principal offices in the Huzur Cutcherry and the Tahsildarships with thoroughly honest and qualified men. This will not fail to spread its beneficial influence throughout the district.

Volunteers who may commend themselves to the Collector's notice by their intelligence, interest or any other merit should be carefully examined as to their qualifications and enlisted in order to be initiated in public business; and except in special cases this should be deemed sufficient to give them an assurance of nomination to offices as they fall vacant.

Distinguished and meritorious servants not infrequently solicit favours in the shape of appointments for one or two of their relations. This should not be denied them. Such a denial would discourage younger men from emulating the example of older servants of conspicuous distinction. But their request should not be complied with unless persons recommended possess the necessary qualifications.

Cliques of castemen and relations should be gradually broken down, but not by degrading appointments and promotions, awarded by considerations of caste instead of merit. (*Sic.*)

I am not prepared to go along with those who look upon this matter with affected surprise. There is everywhere a tendency in the men who are in power to gather around them their relations and friends. There is a clique of East Indians in the Madras offices; one of other caste people in particular cutcherries and courts also; nay even in the ministry of England.

A clique of the Brahmanical class in the mofussil cutcherries is therefore no matter of surprise when it is remembered that knowledge has hitherto been their peculiar privilege, that from religious prejudices, they have been held in esteem by the people and that their appointment to public offices has consequently been not only un-avoidable but in consonance with the wishes of the people.

These prejudices are now beginning to wear away. The abolition of Mahratti as the official language has brought Cutcherry knowledge within the reach of all. There can be no difficulty in gradually breaking down the Brahman's monopoly of office, if regard to subordinates is not confounded with an implicit compliance with all their interested suggestions and recommendations. It must not be forgotten that the Brahmanical class has numerous sub-divisions which are separated from each other in interest as the opposite poles of the earth.

It is desirable, if it were practicable, to consult the wishes of the people in appointments to public offices, but in this country, where there is no

organ of public opinion, any attempt in this direction is likely to do more harm than good. However, appointments, obviously violating the feelings of the people should be avoided. I should deprecate under this head any ill-judged attempts (which are fortunately rarely made) to introduce persons of what is considered low-birth to positions of power in the mofussil, carrying with them a considerable amount of influence and authority over the people. Personally, I should be the last man to look down upon the measure: but hasty attempts at anticipating reform and breaking down the prejudices of the people, alienates their affections from Government, throw suspicion on every public act, and produce an impression that the country is not governed for their benefit (or their feelings should not be thus violated) whilst it excites surprise even amongst the body of those whom it is intended to benefit. Let those who would do so remember how long civilized and enlightened England hesitated and struggled before conceding equal rights to the Roman Catholics and afterwards to the Jews.

A general examination of all public servants has recently been directed: but an ill-conducted examination is worse than no examination at all. For the present, the system of examination as a measure of Government may be advantageously confined to the higher orders of servants, commencing from the grade of Tahsildars leaving it to the discretion of local officers to apply the system to the lower orders of servants, as was successfully done in Nellore under the superintendence of a late Acting Collector.

The absence of any system of furlough rules is another want felt by the native revenue service. At present it sometimes happens that a hard-working servant, after a continuous service of several years, is refused leave of one or two months, or is required to employ a substitute, on no other ground than that his duties cannot be otherwise looked after, whilst an idler obtains frequent leave, because his absence is not likely to be felt.

Hours of business should also be regulated. An opinion is current that the work in the mofussil is enormously heavy and cannot be performed within fixed hours. The taluk subordinates generally and some of the Huzur servants also. have to attend on their superiors from the dawn of morning till a very late hour at night every day, without intermission even on Sundays and holidays, and without any regard to their personal comforts and convenience.

I unhesitatingly deny that there is a sufficiency of work for all the time which is wasted over it. The supposed heaviness arises from some servants being loaded with too much of it, whilst others, ignorant and influential, are allowed to idle away their time; but more specially from the slovenly, interrupted and irregular manner in which business is carried on: whilst the subordinates are in waiting, the Tahsildar or the Sheristadar attends to his private affairs, nay, goes to his tiffin and thus a good portion of their time is murdered. Besides, there is a great deal of useless work done, and delay and accumulation of business are also courted as aids to dishonest practices.

Were the business and accounts of a Cutcherry, Huzur and Taluk simplified, methodized and cleared of useless repetitions; and were what is left fairly distributed to all and performed by them promptly and in a business-like manner; were the regulation dispensing with the necessity of taking down written depositions in petty cases disposable by Tahsildars generally brought into operation: I am of opinion that the hours of business can well be regulated and that relief from work on Sundays and holidays, except on occasions of emergency, advantageously extended to all the huzur and taluk servants. This, as may naturally be expected, will infuse into them an activity and energy unknown to those who have now to slumber over their work without cessation.

Unjust transfers and unjust dismissals are other errors of administration, the evil effects of which have already been noticed. It is hardly necessary to repeat that these errors should be remedied in order to remove one of the principal means of temptation, namely absence of a feeling of security in the service.

Now, to turn to a few errors commonly committed in business. The most important of them is delay. Delay is a great source of corruption. It is also an instrument of oppression in the hands of the public servants. It sharpens the inimical feelings of parties and augments the amount of bribes in the country, That these delays may periodically come under check, Tahsildars are required to furnish monthly lists of arrears of petitions; but the lists are badly prepared and being in the vernacular language, are scarcely noticed by the Collectors.

In the police department detailed monthly statements of cases disposed of by the heads of the police are prepared in the taluks, and copies of them are furnished to the Huzur. There they are translated into English and fair copies of them are forwarded to the Sessions Judge. All the time spent in the preparation of the quadruplicate copies of these statements is a useless waste; for the Magistrate scarcely looks into them, believing them to be intended for the Sessions Judge. This officer cannot be expected to go through such voluminous papers, and naturally either no notice is taken of them at all, or the court Sheristadar or some other official is permitted to draw out a paper of remarks.

It appears to me that abstracts in English submitted monthly to the Collector and the Magistrate and the Sessions Judge showing the number of cases in the Revenue and Police departments received by the Tahsildars or referred to them for enquiry, and those disposed of and still pending, classified according to the description of the cases and their duration, full and satisfactory explanation being demanded in every case of considerable delay, will operate as a much more effectual check and will give the Collector an opportunity of forming a fair opinion regarding the relative abilities and efficiency of the Tahsildars. The more detailed police statements now submitted may be still necessary, but the originals prepared for the Taluk Cutcherry may be forwarded to the higher offices and returned by them to the taluk for record when no longer required.

A similar monthly abstract of the cases pending in the Collector's own office will be a wholesome check on his establishment and will also refresh his memory.

These arrangements for checking delay will be rendered useless were Collectors indiscriminately to refer to the Tahsildars for enquiry all petitions received by them. Many of these may have been written by the parties at moments of excitement or under other circumstances without any intention of prosecuting the complaint. This system renders it difficult for Tahsildars to clear their files of arrears, whilst to those corruptly disposed, it affords facilities and excuses for delaying really important matters in which they may have interested motives. Petitioners should be compelled to resort to the taluk authorities in the first instance and to the Collector when the matter is of great importance, or when the Tahsildars may have declined to entertain the petition or delayed its disposal unnecessarily. Such cases should be specially noted down and full and satisfactory explanation demanded.

Appeals should be discouraged, not by passing over injustices but by not receiving appeal petitions or by over-ruling the decisions passed by Tahsildars on inadequate grounds. These appeals indicate as strongly the uncer-

tainty of the course of justice as the litigious spirit of the people. They proceed as much from the corrupt state of a Collector's huzur men holding out hopes of improper advantage, as from the iniquities of taluk officers. They are now made in almost every case, often by the successful as well as the unsuccessful party that each may not be supposed to have had too much of the case in his favour.

The records of the lower tribunals are indiscriminately called for in every instance. The voluminous depositions which a Collector cannot go through amidst the pressure of his business, are referred to his subordinates. By them they are bundled up in their duftars on the plea of want of time till the anxieties of the litigants are excited to a sufficiently high point. At length the matter is explained to the Collector verbally or in writing, mostly in the absence of the parties who wearied by delay, may have returned to their village, or, if still attending, find access to European officers difficult.

Under such circumstances, and amidst the facilities which exist for misrepresentation, the decisions given are not likely to be infallible; and even where there is substance correct, the orders in the vernacular are drawn out too much in favour of the successful and interest-making party, further appeals being by that means rendered unavoidable. Nay, irrelevant matters are also introduced to his advantage that he may be enabled to produce these documents in support of his claims in other civil suits. Such extra judicial opinions on irrelevant matters are certainly inadmissible in evidence; but they successfully find their way to official records in the mofussil courts.

It appears to me that the best remedy under present circumstances would be to require all officers to furnish the parties with a written decision explaining fully the grounds on which it is based. The appealing party should invariably be required to produce this decision; and unless he is able to shew valid objections his appeal should be rejected. If the objections made are valied and the records are called for, an early day should be fixed for the hearing of the case, which should be intimated to the parties if they are in attendance as they usually are, and they should be allowed to be present on the occasion either in person or by vakeels (the latter being generally discouraged and being allowed only when the rank and position of the party may prevent his or her personal attendance.)

Thus provided with the presence of the parties, and knowing from the appeal petitions to which points his attention should be particularly directed, the Collector can take an explanation of the case from his subordinates. He should hear such parts of the records read as might be important to the issue and receive the explanations and objections of the parties to the same. He would then be able to give a decision more certain and more satisfactory to the parties who would be assured that interested motives had not dictated it, and be to some extent deterred from preferring appeals. Should the investigation expose gross partiality, ignorance and indolence on the part of the Tahsildar, it should not be passed over in silence; but the Tahsildar must be made to feel for the injury he has thereby been inflicting on the parties.

Several of these provisions are at present laid down for the conduct of the more regular suits, but they are not less necessary for the ends of justice in the matters coming before a Collector and Magistrate. They will indeed involve at first some additional sacrifice of time: but by a steady and determinate adherence to them, litigation will be checked and the Collectors' files will be soon rid of many vexatious and false complaints and appeals,

whilst the influence, efficiency and usefulness of the local officers will be advantageously promoted.

It may be asked how a Collector can efficiently perform his duties with a feeling of distrust in his immediate subordinates. Such distrust is in no way recommended. A Collector should draw and accustom his servants to draw clear line of distinction between distrust in them and the performance by them of such duties as they are expected to perform to the satisfaction of parties. He may still refer to his sheristadars such matters as are referrable to them especially if they are honest, and if they take an interest in the public good. He may also largely take advantage of their aid in bringing parties to an amicable settlement which might be generally preferred to a formal decision, inasmuch as it does not create the invidious distinction of successful and unsuccessful party, which takes away much of the inducement for appealing and the creation of fresh subjects of dispute.

It has already been observed that the influence of the Tahsildars should be upheld by the discouragement of ungrounded appeals from their orders and decisions. Collectors should treat them with that consideration which their important position requires to raise them in the estimation of the people.

They should be vested with larger powers over their subordinates and peons in respect of granting leave, punishment, suspensions, dismissals and appointments, instead of having to obtain the permission of the Collector even for granting a few days' leave to their peons. References and orders on these subjects form at present a considerable portion of the Collector's records. They should not be loaded with unnecessary and vexatious business.

The use of insulting words in the "Takeeds" issued to them in which the servants of the Cutcherry indulge themselves to give vent to petty spite should be strictly prohibited. Fines should be rarely imposed. Above all the household servants and peons of the Collector should be checked in their arrogant behaviour towards them.

The Tahsildars' management of their respective charge should be reviewed in a general report to be submitted to the higher authority, copies of which may all be granted with the aid of the printing press, to create a spirit of emulation. These reports should embrace the various points in which efficient management exercises a beneficial influence on the affairs of the taluk.

First the state of revenue collections should be noticed. This has been erroneously supposed to be a selfish way of testing the Tahsildar's management. The revenue of a taluk, depending on its circumstances, the revenue system and the seasons beyond the control of the Tahsildar, may not be markedly affected by his administration. But the state of the collection is often a good criterion of the extent of his bribery, for where the bribes are large, the moral influence of the Tahsildar is destroyed, and his collections fall back.

Secondly, he has to examine the number of crimes and the proportion of them brought to punishment.

Thirdly, he can judge the work of the Tahsildar by the paucity of petty complaints in the revenue and the police departments rather than by the number of them disposed of. He must notice the time occupied in the disposal and the number of the decisions which it was found necessary to reverse in appeal.

Fourthly he can judge his work by the paucity of civil suits in his taluk. For, revenue management where it is good has a marked influence on the extent of suits in the civil courts.

Lastly, he can judge his work by the success attending his supervision over his subordinates and by his efforts to prevent frauds on the revenue.

On the other hand no mistaken leniency ought to permit grossly inefficient and dishonest persons to continue in this important position, whatever be their claims and services; especially if better men can be found to succeed; for the interests of the millions cannot be compromised for those of an individual to whom deserved consideration may be, however shown in every other way.

Above all the personal conduct of the European Revenue officers towards their native servants and the ryots in general exercises no small influence on the prevalence of bribery.

Unfortunately at present the conduct of the European officers is marked with either a general indifference in regard to the character of the native servants or an indiscriminate contempt for their dishonesty; either by a fearful distrust in all of them, or an unqualified attachment to a party, whether from peculiar qualifications or accidental circumstances. But rarely are to be found in them that sociality, coupled with an unimpaired rectitude of principle; that kindness and courtesy accompanied by a firm determination to uphold justice; that discrimination shown rather in the regard and confidence in the deserving than in the silent contempt of the "Natives"; and above all that silent but unwearied exertion to improve, their character by example and influence, by the prevention of the opportunities to bribery as well as by the punishment of the offences brought to light which alone can successfully raise the character of the present native agency.

Provided with liberal allowances, though not more than necessary, and cut off from all society, the European character presents no object for imitation and the influence of its example is little felt. The native servants should be courteously treated and esteemed in order that they may esteem themselves; and by a wise course of discrimination they should be made to feel that the continuance of that esteem will depend on their character and honesty.

With regard to the ryots, it is also an unfortunate truth that the Collectors are not infrequently unacquainted even with the principal of them except perhaps by name. They come as strangers into the country and depart as strangers. They do not seek to establish a claim to the affections of the people. They do not freely mix with them and endeavour to ascertain from them the original sources of revenue, the condition and wants of the country. They do not acquaint themselves with the circumstances of the principal families, the history of their decline or prosperity, the cause of dissensions amongst them and the best means of their remedy. For it is a fact that a word of advice from a Collector may sometimes deter them from years of expensive and ruinous litigation in the Civil courts.

In a word they are satisfied with a mere routine of business, and do not aim at the higher object of effecting a change in the social and moral character of the people for which their position so peculiarly befits them. A free intercourse with the people, irrespectively of the mass of original information which it will afford and the great moral influence over the people which it will vest in the Collector, will break down the pernicious influence of the Cutcherry and raise the position which the ryots now occupy, as has already been observed, below the lowest class of public servants and oomedwars.

The difficulties which will be stated are the want of leisure for the Collector to attend to anything beyond his ordinary business, and the

uninteresting nature of a conversation with a ryot consisting of nothing but flattery and falsehood. The former is true in a great measure, as regards the Collector, though not of his subordinate European officers, to whom these remarks especially apply, and whose time cannot be more advantageously employed than in gaining a personal acquaintance with the people. As regards the latter, the fault lies in those who raise the complaint. When they descend to an intercourse with the ryots, they either choose to be dry in their conversation, or direct their enquiries to matters of irregularities on the part of the Cutcherry servants.

It is the European who raises those questions on which the ryots are unwilling to speak, and it is he who induces them to be either reserved or to become low tale-bearers. If on the other hand, the conversation be directed to matters of general interest, a freedom of intercourse will be gradually established, and the ryots will by that means be indirectly taught to esteem themselves. It is to this kind of self-esteem and self-confidence in the people, rather than to any exposures they may be induced to make, we should look for the suppression of bribery. After a time the European officer will always find in their unostentatious candour and simple truth, relief from the bad atmosphere of his own office.

The next object should be to remedy the evil caused by the inadequate pay of the native revenue servants in the mofussil. I presume there are not servants borne on the regular establishment on so low a pay as Rs. 3½ and Rs. 5 a month. But whether from insufficiency of hands or from a desire of persons in power to serve their relations or friends, servants are actually employed on the above salaries which are provided for from the pay assigned to peons.

There are however servants on the regular roll on salaries of Rs. 7 8¾ and 10 per mensem, employed as accountants and writers under Tahsildars and Zilladars, Karkoons or Peishkars or Revenue and Police Superintendents of the Sub-Divisions of a taluk. The last in particular are responsible appointments which in the opinion of Sir Thomas Munro, ought to lead to promotion to the higher grade of Tahsildars, but for which these low rates of pay are inadequate to maintain the incumbents in easy circumstances much less to place them above temptation.

There is another peculiar disadvantage annexed to these situations which considerably lowers their value. By the superannuation pension rules, servants on a salary of Rs. 10 and below are not entitled to a retiring pension; and by express order of Government it is ruled that service in these grades will also count for pension, so that holders of these responsible and arduous appointments are not only refused pension while in them, but even when they succeed in working their way up to higher situations by diligence, industry and faithfulness, at an advanced age they are prevented from completing in the higher grade the prescribed period of service for a pension. It is in fairness necessary that the rules and orders as affecting these appointments should stand revoked until Government raises their pay above the minimum prescribed for a retiring pension.

The pay of all the taluk servants should be raised above Rs. 10. In the place of Zilladars should be substituted Deputy Tahsildars with larger divisions of a taluk than are entrusted to the former class of servants. The salaries of the Huzur servants also require revision: and generally **there should be a disposition to reduce the number of men and raise their pay.** But the evils of inadequate salaries are most felt in the Tahsildarships which are appointments of great respectability, possessing considerable influence and authority over the people and curtailed of powers which can be

advantageously vested in them, and for which the present rate of salary is found utterly inadequate to maintain the incumbents in circumstances suited to the respectability of their appointments.

The pay of peons in the mofussil should also be raised in districts adjoining the presidency city. The peons should be distinctly separated into the Revenue and the Police. The latter should receive higher rates of pay in different gradations, with prospects of promotion; and provision should also be made for retiring allowance to those whose age may render them unfit for effective service.

The Police peons should again be sub-divided into (1) a preventive department, consisting of Tanadars distributed amongst the villagers and a handful of efficient peons at the disposal of Tahsildars and Collectors to meet the emergencies; and (2) a detective department, exclusively employed in watching and tracing out offenders. A separate patrol for the high roads should be organized.

The village offices in the Revenue and Police Departments should be rendered more efficient. They enjoy extensive emoluments in land and grain. Their fees amount in the Chingleput District to 16 per cent of the annual revenue, but for want of regulation have become utterly useless. Their emoluments should be regulated and adjusted to the wants of the several villages. The grain Miras, which forms a considerable portion of the emoluments, but which is scarcely realized by the village officers, should be commuted, collected and paid by Government in money.

The present system of considering these offices as family property, divisible according to Hindu Law amongst the members of the family who divide the emoluments or hold the office in rotation, in either case diminishing the value and responsibility of the office, should be abolished. The office should be regarded as hereditary only as far as securing the right of succession to the next qualified heir, when the preceding incumbent has not been dismissed for criminal conduct.

Thus regulated, the village watchers will become really responsible servants, and form the most important and efficient portion of the Police staff. There will be so many Police peons in the villages, more efficient from their local knowledge, and more responsible from the greater value attached to their offices on account of their hereditary character.

The old system of "Dubbay," by which all the inhabitants of the village are required to attend the village watch by rotation in person or by proxy, should not be allowed to fall into disuse, but should be strictly enforced by a legislative enactment.

Now to the insufficiency of a superior educated moral agency. The remedy is not in the introduction of more Europeans with more European integrity. "The remedy," observed Sir Thomas Munro, "would certainly be a very expensive one, and would as certainly fail to succeed were we weak enough to try it. We have had instances of corruption among Europeans notwithstanding their liberal allowances: but were the numbers of Europeans to be considerably augmented and their allowance, as a necessary consequence somewhat reduced, it would be contrary to all experience to believe that this corruption would not greatly increase, more particularly as Government could not exercise any efficient control over the misconduct of so many European functionaries in distant provinces where there is no public opinion to restrain it. If we are to have corruption it is better that it should be among the Natives than among ourselves, because the Natives will throw the blame of the evil upon their countrymen. They will still retain their high opinion of our superior integrity: and

our charcter, which is one of the strongest supports of our power, will be maintained, and I may add, will continue a model for the imitation of the rising generation of the Native community."

Sir Thomas Munro in the minute from which the above is extracted points out the peculiar qualifications possessed by Natives for executive offices in the Revenue, Police and Judicial Departments. A Native agency possessing these peculiar qualifications and a superior moral education is now fast springing up; and to produce the desired effect, it is only necessary to provide them with appointments in which they can be usefully employed. The present Tahsildarship cannot be held even by men of the most ordinary ambition in this class, for any length of time, to exercise a beneficial influence on the affairs of the taluk. It is of the greatest importance that the pay of these officers should be at once raised and fixed on a graduated scale of Rs. 150, 200 and 250 and 300. Admission to them should be regulated by a strict examination of a high standard embracing Revenue practice, and Law as well as Literature and general science.

The language of correspondence with the Collector may be English. But promotion in these grades should partly be the reward of merit and service, without involving a change of taluk.

The Tahsildar's powers in Revenue and Police matters may be advantageously increased; and they may also be vested with the summary judicial powers possessed by the Collector in matters of disputes between land-holders and their sub-tenants, which are, however now vaguely defined.

The services of the Collector's Moonshees and Naib Sheristadar may be dispensed with. But his Head Sheristadar on a salary of Rs. 500 should occupy the real position of a Native assistant to him. He must be vested with powers to correspond in minor matters in his own name, under the orders of the Collector, and to advise him in more important affairs. A portion of the appeals from the decisions of the Tahsildar may be also referred to the Head Sheristadar by the Collector. The details of the Jamabandi should be entrusted to the Tahsildars, the Collector and his Sheristadar still visiting the taluk to supervise the Jamabandi, to ascertain the state of the taluk, and to hear the wants and complaints of the villagers.

The Collector thus relieved of all details, will occupy his real position as the representative of the Government in the District, not simply for the collection of Revenue, but for the protection and promotion of all its best and vital interests. He will have leisure to learn thoroughly the past history of the district, to trace its progress in all its material points, to devise measures for its improvements, to watch their effects and to exercise a comprehensive and effectual system of supervision over the proceedings of his subordinates now scarcely, or not at all done from the too great pressure of details.

He will also be a most effectual Superintendent of Police. Now with a Collector and a Magistrate solely occupied with the ordinary details of his office and scarcely exercising any supervision; with Tahsildars ill paid, and consequently dishonest, indifferent or inefficient; with peons who do not value their position and cannot be trusted at all unless they possess a common interest with the Tahsildars in foul practices; with a village Police which is only a name—with these paraphernalia, it is unfair to tax the Mofussil Police and complain of its inefficiency.

But when from ability, principle, and fair prospects of advancement a Tahsildar is good in his Revenue Administration, he is also efficient in his Police management of the taluk. If ability and honesty are secured by higher rates of pay, the Police charge of a taluk cannot be entrusted to

better hands than those of the Tahsildar, possessed of considerable local knowledge and influence over the Village Police, the efficiency of which constitutes the chief support of the Mofussil Police, whilst a divided authority will destroy the efficiency of the system. The unavoidable low pay increases the number of hands who oppress the raiyats.

It will be a matter for regret if reforms, dictated by the views of the people in a different condition of society, but unsuited to the circumstances of the country are carried out without any regard to the wishes of the people. The increased cost of maintaining such a superior agency will be amply repaid to Government in the large saving of revenue now lost by the frauds of its servants. The delay in carrying out the reforms so urgently required is, therefore, the more remarkable.

PART I—Orders of Government (Mysore).

FINANCIAL.

State Life Insurance (Public Branch).

AMENDED RULES.

Rule 9. The proposer will fill up and sign the form and attach to it (*a*) a certificate signed by a Government employee or a village officer stating the native village, hobli and taluk of the proposer. On this certificate, the distinctive physical marks of identification of the proposer, if any, should be carefully noted and his right and left thumb impressions carefully taken and (*b*) a document of the kind referred to in the note at foot of the proposal form proving his age. He will then present the proposal with its accompaniments to the officer in charge of a Government or Local Fund Hospital or Dispensary which is nearest to his ordinary place of residence possessing the qualification referred to in Rule 10 below, and appear before him for examination.

Rule 10. All officers of Government, who are medical graduates of a University, are competent to examine proposers for Life Insurance in the Public Branch.

Rule 11. On the presentation of a proposal and the proposer appearing for examination, the medical officer will proceed to examine him after satisfying himself as to the identity of the proposer (1) by verifying the personal marks of identification, if any, given in the Domicile Certificate attached to the proposed (2) by comparing the thumb impression of the proposer given, in the Domicile Certificate with those required to be taken before the medical officer and (3) by getting him identified by a witness known to him. He (the medical officer) will then enter fully the answers to the several questions contained in the medical report form and after recording his opinion as to the eligibility of the proposer for insurance and inserting the name of the identifying witness in the place provided for it in the certificate, sign and forward the report to the Secretary to the Insurance Committee enclosed in a sealed cover.

Rule 12. The medical officer will be entitled to receive from the Insurance Office on presentation of monthly bills, a fee of Rs. 2 for each medical report on proposals for assurance of sums not more than Rs. 500 and Rs. 4 for assurances exceeding Rs. 500 in amount.

Rule 13. All matters regarding insurance cases shall be treated as strictly confidential in all offices.

No. Fl. 5498-546—G. F 253-19-4, dated 5th March 1921.

Government Savings Banks.

REVIEW ON THE REPORT FOR 1919-20.

The improvement in the net deposit balances, which was noticeable in the year 1918-19, has been maintained during the year under report. The total amount at the credit of depositors on 30th June 1920 was Rs. 93,46,027 or Rs. 7,94,899 more than in the previous year. The total number of accounts, both current and dead, also rose from 34,601 on 1st July 1919 to 37,183 on 30th June 1920 and the average balance at the credit of the depositors during the year under report was 251 as against 247 in the previous year. It is gratifying to note that the increase in the average balance was mainly due to improvement in the balance of depositors with less than Rs. 5,000 to their credit.

There was delay, extending in some cases to over 3 months, in the submission of Savings Bank statements by 57 treasuries and in one instance the statement received was found to be incomplete and full of errors.

Government desire to impress on officers in charge of treasuries the need for submission of their returns to Comptroller in a complete shape before the due date, to enable him to submit his report to Government in time.

Only five new Village Savings Banks were started during the year and the scheme is making very slow progress. The Comptroller is requested to suggest measures for making it more popular.

No. Fl. 5761-809—G. F. 138-20-3, dated 21st March 1921.

REVENUE.

Recruitment of Amildars and Deputy Amildars.

REVISED RULES.

The selection of candidates for Amildari service is, under the existing rules, confined to the Revenue Department, the General and Revenue Secretariat and the Office of the Private Secretary to His Highness the Maharaja. It is urged that under the present method of recruitment not only is there a dearth of a sufficient number of men thoroughly qualified for executive work but efficient men from other departments are debarred from entering the Amildari service and backward communities are insufficiently represented in the said service.

Government have given the matter their careful consideration and are of opinion that, besides the selection of candidates from the approved list under the existing rules, there should also be another method of recruitment whereby suitable candidates of the backward communities working in other departments could be selected and appointed as Revenue Probationers and given a thorough training in Revenue work before being sent out as Amildars and Deputy Amildars. They therefore direct that for the next three years not more than three men with suitable qualificatiosn be selected every year from among the officials of departments now excluded for recruitment under the ordinary rules, such as Police, Excise, Registration, Judicial and Survey, and appointed as Probationers on a pay of Rs. 100 per mensem. The persons to be selected should not be above the age of 35 years, and they will be on probation for a period of two years, during which they will undergo training in all branches of revenue work as laid down in Government Order No R. 8006-18—L. R. 554-16-4, dated 4th February 1918, and also pass the prescribed service and equitation tests. If they qualify themselves within the Probationary period, they will be appointed as Deputy Amildars or Amildars according to vacancies and in case they fail, another year of grace will be allowed on a reduced salary.

The Heads of Departments concerned are requested to submit to Government before the end of June every year a list of Non-Brahmin officials of their departments, of suitable age and drawing Rs. 50 and above, whom they consider to be suited for executive service from whom a selection will be made for appointment as Probationers.

G. O. No. R. 10111-25—L. R. 118-20-1, dated 11th March 1921.

Village Statistics for 1919-20.

GOVERNMENT REVIEW.

The number of village committees decreased from 10,524 to 10,324, while the number of villages served by them increased by ten. A further

decline of 3 per cent is noticeable, as compared with the year 1918-19 in the number of committees that did real work, such as the quantity of village improvement work attended to, the value of religious and charitable works executed by private gentlemen and other items. The number of villages having co-operative societies however rose from 870 to 975 with a corresponding increase in their membership.

Population.—The population of the villages included in the return is 4,847,636 against 4,771,549 in the previous year, the increase being most noticeable in the Mysore District. An examination of the occupation statistics shows that while the population engaged in agriculture, trade, pottery, carpentry, smithy, labour and 'other occupations' has increased, there have been slight decreases in the case of weavers and in the number of people engaged in sericulture, namely, of 1,576 and 704 respectively.

Education.—The number of schools fell from 8,040 to 7,894 and the number of pupils receiving instruction from 219,414 to 216,487. It is observed from the report on Public Instruction that the decrease is partly due to the fact that a number of unaided private institutions ceased to exist for want of facilities and proper supervision and funds.

Agricultural Production.—The area under cultivation shows, on the whole, an increase over that of the previous year by 322 002 acres and the total value of outturn rose by nearly $3\frac{1}{2}$ crores of rupees, though there was a shrinkage in the area under sugar-cane and that under mulberry. The average value of outturn per acre worked out to Rs. 22 *i.e.*, Rs. 4 more than in the year 1918-19. The value of outturn under sugar-cane increased by Rs. 20,30,240 even though the area under that crop fell by more than 25 per cent as compared with the year 1918-19. This was due to the phenomenal rise in the price of sugar during the year under report.

Agricultural Stock.—While a slight increase is noticeable in the number of improved ploughs, the number of ordinary ploughs has noticeably decreased from 866,608 to 783,270. The number of oil mills and pumping installations has also decreased.

Industrial output.—The value of the industrial output has fallen from Rs. 51,56,799 to Rs. 46,01,071, the decrease being most marked in the case of sericulture. Though the number of persons engaged in pottery and industries other than weaving and sericulture has increased their output shows a decrease. The output under Sericulture has increased by nearly 80 per cent, but the value of the same is shown as having decreased from Rs. 5,91,173 to Rs. 4,25,800. The Director of Agriculture is requested to get these figures tested by the Superintendent of Sericulture and report the result by the 30th June 1921, explaining the decrease.

Comparing the incomes of the several occupations, it is seen that weaving stood first, the average annual income being Rs. 40·5 per head of population engaged in it, agriculture with an income of Rs. 33·4 per head, including labourers, came next. Sericulture yielded Rs. 35·7 per head and last came pottery with an average income of Rs. 16·9 per head.

Economic Condition.—The number of agricultural families having subsidiary occupations has slightly increased, *viz.*, by 4,840, while the number of families which can sustain themselves in successive years of distress has fallen from 51,253 to 50,576. The number of villages having communal institutions has also fallen considerably, being only 606 against 776 in the year 1918-19.

Retrospect.—A period of seven years has elapsed since the Village Improvement Scheme was inaugurated in 1914 and Government consider this a fitting opportunity to record briefly the results achieved so far, as well as the defects or shortcomings apparent from these figures as compared with those for 1913-14.

(*a*) The following shows the progress under Education and certain other items during the above period :—

1913-1914.	1919-1920.
(*a*) One school for four villages and 1,049 persons.	(*a*) One school for two villages and 614 persons.
(*b*) One reading room for 103 villages.	(*b*) One reading room for 11 villages.
(*c*) The number of pupils under instruction among boys, girls and adults was 24, 4 and 1 per 1,000 of the population.	(*c*) The number of pupils under instruction among boys, girls and adults was 35, 6 and 4 per 1,000 of the population.
(*d*) One co-operative society for 31 villages and 8,728 of the population.	(*d*) One co-operative society for 19 villages and 4,972 of the population.
(*e*) One out of 17 families was carrying on subsidiary occupations in addition to agriculture.	(*e*) One out of 14 carries on subsidiary occupations in addition to agriculture.
(*f*) One loom for 4 weavers.	(*f*) One loom for 3 weavers.
(*g*) One improved plough to 465 ordinary ploughs.	(*g*) One improved plough to 179 ordinary ploughs.

(*b*) There are however certain disquieting features revealed by these statistics. While the number of persons resorting to agriculture has, during the seven years under reference, fallen from 815 to 783 per 1,000 of the population, it is not compensated by an equal increase in any other remunerative occupation. The numbers of people supporting themselves from sericulture and trade show only relatively small increases, from 1 to 3 and 25 to 28 per mille, and those following handicrafts such as weaving, carpentry, pottery and smithy have remained practically the same. It is among the people following 'other occupations' that an increase is noticed from 38 in 1913-14 to 54 in 1919-20. These fluctuations appear to indicate that village industries are attracting only a small number of new persons, that the number following agriculture is falling off appreciably and that this fall is not made up by a corresponding or proportionate increase in the number resorting to other remunerative professions. The Government invite once again the attention of the several officers of the Revenue and Agricultural Departments to the remarks made in their Order No. 9-12-35—Stl. 21-19-2, dated 6th March 1920, regarding the transfer of agricultural population to the group "other occupations". Other disquieting features noticed are that the proportion of families which can maintain themselves from savings during two successive years of distress to the total number has decreased from 1 in 14 to 1 in 21 and the number of villages having communal institutions has fallen from 8 to 3 per cent. The attention of all officers of the Revenue, Agricultural, Industrial and Co-operative departments is invited to the continuing need for greater efforts in working the various schemes sanctioned for the amelioration of the rural population.

G. O. No. 836-856—Stl. 26-20-2, dated 14th March 1921.

Land Improvement and Takavi Loans.

Rate of Interest raised.

The Government of His Highness the Maharaja of Mysore direct that the rates of ordinary and penal interest prescribed in Rules III and X of the

Rules framed under Section 10 of the Land Improvement Regulation IV of 1890 and under Section 194 of Land Revenue Code be increased from 5 per cent and 6¼ per cent to 6½ and 8 per cent, respectively.

G. O. No. R. 10560-9—R. M. 35-20-1, dated 24th March 1921.

Census of Agricultural Stock.

RESULTS.

The census discloses a very slight increase of 8 per cent in the number of bulls and bullocks and of 6·6 per cent in cows. The total number of bulls and buillocks was 1,697,002 and that of cows 1,717,156; or in other words there were roughly one bull or bullock for every five acres of cultivable area and one cow for every three persons of the population in the State.

There was a considerable fall in the number of sheep and goats as compared with the census of 1916, the decrease being larger under goats, *viz.*, 552,797 or 30 per cent. The decrease is noticed in all the districts and requires explanation.

ANNEXURE.

REVENUE COMMISSIONER'S REVIEW.

Bulls and bullocks :—

Taking, "bulls and bullocks" together, it will be seen that their total number for the State according to the census of 1921 was 1,697,002, as against 1,683,239, showing an inappreciable increase of 13,763, or ·8 per cent. There was a slight fall in the Bangalore, Kolar, Hassan, Shimoga and Kadur Districts which has been more than counterbalanced by the increase in the other districts.

Cows :—

Cows numbered 1,717,156 at the present census, as against 1,610,751, resulting in an increase of 106,405 or 6·6 per cent. There has been a slight fall in the Kolar and Kadur Districts, while the Bangalore and Tumkur Districts show an increase of 25,692 (1·6%) and 31,922 (2%) respectively.

Buffaloes (male) :—

These numbered 113,901, as against 107,675, resulting in an increase of 6.226 or 5·8 per cent, all the districts except Kolar and Shimoga having contributed to the increase.

Buffaloes (cow) :—

According to the present census, these numbered 554,191, as against 486,242, the increase being 67,949, or 14 per cent. While there was a decrease in the number under this head in the districts of Hassan, Shimoga and Kadur to the extent of 1,991, 3,030 and 4,076 respectively, all the other districts showed an increase that in the Mysore District amounting to 58,356 (or 11·8 per cent) being most noticeable.

Youngstock (cows and buffaloes) :—

As against 1,237,294 shown by the Fourth Quinquennial Census, there were 1,318,744 calves of all description according to the census of 1921, the ncrease being 81,450 or 6·6 per cent.

Sheep and goats :—

There was a decrease of 216,861 and 552,797 in the number of sheep and goats which according to the present census were 2,864,286 and 1,282,691 respectively as against 3,081,147 and 1,835,488 in the year 1916. The decrease in the number of sheep was 7 per cent, while that of goats amounted to as much as 30 per cent. No explanation has been furnished for this large decrease by any of the Deputy Commissioners, except the Deputy Commissioner of Shimoga who attributes the decrease in his district to epidemic diseases.

Horses and ponies (including young stock) :—

Live-stock under this head numbered 20,276, as against 19,000, resulting in a small increase of 1,269.

Ploughs :—

It is noteworthy that, notwithstanding the increase in the number of cattle there was a fall of 8,813 in the number of ploughs from 873,882 to 865,769. It is, however, a matter for some gratification that there was an increase of 3,522 in the number of ploughs of the new pattern.

Carts :—

There was also a fall of 11,526 or 4·5 per cent in the number of carts which numbered 241,877, as against 253,403 of the last census.

Taking the results of the census as a whole, there was an increase in the live-stock of all descriptions, except sheep, goats and camels. Though there was an appreciable increase in the number of improved ploughs of new pattern, there was a slight fall of about 1% in the total number of ploughs and also a fall of 4·5% in the number of carts.

G. O. No. 879-897—Stl., 35-20-4, dated 28th March 1921.

Season and Crop Report for 1919-20.

Government Review.

Seasonal Conditions.—The agricultural outlook was on the whole satisactory. The rains began well, but owing to the break in the latter half of July and the beginning of August 1919 much anxiety was felt. The copious showers, however, from the latter part of August improved the situation. The average rainfall during the year was 37·39 inches against 30·89 inches in the year previous.

(*a*) *Area of the State and its classification.*—The gross area of the State according to the latest results of re-survey was 18,865,085 acres. The statistics required for the season and crop report are not available for 1,416,181 acres out of alienated tracts, against 1,382,053 acres in the

previous year. The area covered by this report is therefore 17,448,904 acres or 30,259 acres less than in the previous year.

(*b*) Out of this, forests occupied nearly 13 per cent (2,212,377 acres), 38 per cent (6,616,524 acres) represented the extent of land not available for cultivation, 4 per cent (758,883 acres) consisted of cultivable waste not in occupancy and 45 per cent (7,861,120 acres) constituted the area under occupancy. About 21 per cent (1,662,713 acres) of the occupied area remained fallow during the year and 6,198,407 acres were actually cropped, representing 72 per cent of the total cultivable area and an increase of 5 per cent over the corresponding area of the previous year. Reckoning areas cropped more than once as separate areas for each crop, the gross area cropped in the year would amount to 6,541,886 acres or 76 per cent of the total cultivable area.

(*a*) *Irrigated Area.*—As compared with the preceding year, the total area irrigated during 1919-20 decreased by about 14 per cent (153,256 acres) as shown below —

Nature of water supply	+ Increase or − decrease in area
Government Channels	+10,773 acres.
Private do	−3,164 ,,
Government tanks	+41,228 ,,
Professional aided private tanks	+5,455 ,,
Private tanks	+66 ,,
Wells	+118 ,,
Other sources	−207,732 ,,
Net fluctuation ..	−153,256 ,,

(*b*) All the districts, except Shimoga and Hassan, showed, however, an increase in the irrigated area. The decrease in the Hassan District was confined to only about 75 acres. The shrinkage is accounted for almost entirely in the Shimoga District. A reference to the taluk figures makes it apparent that the extent of lands irrigated from "Other sources" in Channagiri, Honnali and Sorab Taluks fell by 85,408, 97,739 and 20,028 acres respectively during the year. These decreases appear fictitious and are probably due to inflated figures having been furnished in 1918-19.

(*a*) *Area under crops.*—As stated already, the total gross area cropped was 6,541,886 acres. The different classes of crops and the area occupied by each class are as stated below :—

Nature of crop	Extent in thousands of acres	Percentage to total area under crops
(1) FOOD CROPS.		
Food grains and pulses	5,456	83·4
Condiments and spices	142	2·2
Sugar	34	·5
Fruits, vegetables and nuts .. .	213	3·2
Other food crops	11	·2
Total ...	5,856	89·5

Nature of crop	Extent in thousands of acres	Percentage to total area under crops
(2) NON-FOOD CROPS.		
Oil-seeds	285	4·4
Fibres	153	2·3
Dyes and tanning materials	1	0·02
Fodder crops	30	·5
Other non-food crops	81	1·2
Total ...	685	10·5

(*b*) The area under food grains and pulses (5,456,008) was 368,607 acres or 7 per cent more than in the preceding year. The actual increase or decrease under each of the principal food crops is shown below :—

	Acreage under the crop		Increase (+) or decrease (−)
	1919-20	1918-19	
1. Ragi ...	2,303,407	1,966,411	+336,996 (17 per cent)
2. Horse gram ...	815,792	883,197	− 67,407 (8 „)
3. Paddy ...	761,807	634,456	+127,351 (20 „)
4. Cholam ...	675,293	661,616	+ 13,677 (2 „)
5. Togari ..	143,528	132,460	+ 11,068 (8 „)
6. Bengal gram ...	51,441	64,428	− 12,987 (20 „)
7. Sugar-cane ...	34,057	41,143	− 6,806 (12 „)
8. Cowpea ...	28,655	57,540	− 28,885 (50 „)
9. Wheat ...	4,643	7,939	− 3,296 (58 „)

(*c*) The fluctuations in the areas under non-food crops as compared with 1918-19 were as follows :—

	Acreage		Increase (+) or decrease (−)
	1919-20	1918-19	
1. Oil-seeds ..	284,688	252,402	+ 32,286 (13 per cent)
2. Fibres ...	152,632	130,944	+ 21,688 (17 „)
3. Drugs and Narcotics.	136,089	142,188	− 6,108 (4 „)
4. Mulberry ...	30,316	45,766	− 15,450 (34 „)
5. Fodder crops ...	30,053	59,604	− 29,551 (49 „)
6. Cotton ...	147,280	125,125	+ 22,155 (18 „)
7. Dyes ...	1,234	33	+ 1,201 ...

(*d*) There was thus a general increase in the acreage under food crops forming the staple food of the country and a decrease under other food crops. The industrial crops also secured substantial increases. The favourable seasonal conditions of the year and the acute situation that prevailed in regard to food supply in the year under report and the previous year are alike reflected in these figures.

The increases under the foregoing crops may also be taken to have partly contributed to the fall in the area under horse gram, Bengal gram, sugar-cane, cowpea and wheat.

(*e*) The following are the abnormal variations noticed in regard to the acreage under some of the crops :—

i. *Ragi.*—The net area cropped during the year in the Maddagiri Taluk was 118,922 acres. The ragi crop itself occupied 107,965 acres, showing an increase of 68,855 acres over that of the previous year. It appears improbable that the acreage could have expanded so rapidly.

ii. *Togari.*—The acreage under togari in the Davangere Taluk during the past four years, is as noted in the margin, disclosing an abnormal rise, over 125 per cent in 1918-19. Such a sudden fluctuation requires verification.

	Acres.
1916-17 ...	18,509
1917-18 ...	19,366
1918-19 ...	42,576
1919-20 ...	14,115

iii. *Fodder Crops.*—The area under fodder crops shows a noticeable decline in all districts except Kadur and Chitaldrug. The largest decreases were in the Hassan and Mysore Districts, being 16,927 and 11,380 acres respectively.

These decreases are due almost entirely to the disappearance of the acreage under the crop found in the Malvalli, Mandya, Arsikere and Arkalgud Taluks in the previous year. The figures require to be scrutinised in the taluks and districts afresh.

iv. The decrease in the area under mulberry cultivation is manifestly erroneous. As explained by the Director of Agriculture, this is due to inflated figures having been given wrongly in the Shimoga District during 1918-19.

v. The Revenue Commissioner is requested to get the several figures noticed above, as well as the other figures referred to in the remarks of the Director of Agriculture verified once again, and to report the result while submitting the season and crop report for 1920-21, incorporating also the correct revised figures for 1919-20 therein.

Agricultural Stock.—The statistics of the fourth quinquennial census of agricultural stock taken in January 1916 are repeated under this head. Analysing the figures, it is observed that there were on an average 22 horned cattle for every 25 persons, 43 sheep and goats for every 50 persons, 3 ploughs for every 20 persons and one cart for every 25 persons.

Outturn of Crops.—The following table shows the outturn of the five selected crops as compared with 1918-19.

Crops		Area under crops (acres)	Standard outturn (pallas)	Estimated actual outturn (pallas)
Paddy	1918-19 ...	634,456	5,122,962	2,212,265
	1919-20 ...	761,807	6,108,042	3,915,334
Ragi	1918-19 ...	1,966,411	8,888,431	3,006,270
	1919-20 ...	2,303,407	10,401,273	5,816,437
Horse gram	1918-19 ...	888,397	1,870,892	630,137
	1919-20 ...	815,792	1,524,151	650,870
Cholam	1918-19 ...	661,616	2,138,715	726,381
	1919-20 ...	675,293	2,128,034	1,121,511
Sugar-cane	1918-19 ...	40,594	4,926,965	2,444,995
	1919-20 ...	34,057	3,806,604	2,311,197

There was a general increase in the yield of each of these crops during the year as compared with the previous year. The increase in yield for every 10 acres of land under each crop was as follows :—

Name of crop.	Increase in yield secured on every 10 acres under it.
Paddy	17 pallas
Ragi	10 ,,
Cholam	6 ,,
Horse gram	1 palla
Sugar-cane	70 maunds

Imports and Exports.—In the following table are exhibited the quantity and value of five kinds of agricultural produce imported into and exported from the State (by rail), during the two years 1918-19 and 1919-20 :—

Article		Imports		Exports	
		Quantity (Maunds)	Cost (Rupees)	Quantity (Maunds)	Cost (Rupees)
1. Grains and pulses	1918-19 ...	1,912,616	1,52,42,724	1,088,688	1,40,15,865
	1919-20 ...	2,100,137	1,99,29,380	414,803	37,49,458
2. Fruits and vegetables	1918-19 ...	211,246	39,20,137	709,220	86,02,746
	1919-20 ...	169,175	27,09,595	855,474	1,17,60,720
3. Oil-seeds	1918-19 ...	308,396	15,69,851	507,058	26,94,402
	1919-20 ...	78,031	8,17,149	440,755	44,16,918
4. Sugar and jaggery	1918-19 ...	145,307	18,54,744	460,369	39,43,002
	1919-20 ...	135,692	27,82,348	437,938	57,72,947
5. Raw cotton	1918-19 ...	48,238	33,25,089	138,898	99,00,444
	1919-20 ...	59,168	28,91,698	93,231	45,23,106
Total ...	1918-19 ...	2,625,803	2,59,12,545	2,904,233	3,91,56,459
	1919-20 ...	2,542,203	2,91,30,170	2,242,201	3,02,23,149

It will be observed from the above that the total quantity of imports under the above five items fell on the whole by 83,600 mds. althouhg increases are noticeable under grains and pulses and raw cotton. There was a marked decrease of 75 per cent under oil-seeds.

The amount of exports during the year shows a decrease of 22 per cent, the largest reduction, *viz.*, 62 per cent, being under the head 'grains and pulses'.

Prices.—The following statement compares the average prices (per palla of 100 seers) during the years 1918-19 and 1919-20 of the principal articles of food consumed by the bulk of the population.

Place	Rice, 2nd sort		Ragi		Cholam		Salt	
	1919-20	1918-19	1919-20	1918-19	1919-20	1918-19	1919-20	1918-19
	Rs. a. p.	Rs a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a p.	Rs. a. p.	Rs. a. p.
Bangalore ...	24 4 0	21 10 0	14 1 0	10 7 0	12 0 0	...	8 12 0	10 11 0
Kolar ...	25 2 0	25 8 0	14 8 0	11 8 0	...	...	7 8 0	11 0 0
Tumkur ...	23 12 0	20 14 0	12 15 0	9 9 0	...	...	8 9 0	10 9 0
Mysore ...	25 2 0	19 14 0	13 14 0	10 13 0	12 8 0	14 1 0	9 4 0	10 8 0
Hassan ...	23 4 0	20 6 0	13 0 0	9 12 0	...	...	8 6 0	11 15 0
Shimoga ...	21 12 0	23 1 0	12 2 0	11 12 0	11 12 0	16 4 0	8 7 0	11 0 0
Kadur ...	23 0 0	20 12 0	13 4 0	10 15 0	8 12 0	...	8 12 0	13 1 0
Chitaldrug ...	24 2 0	21 3 0	12 4 0	11 3 0	11 12 0	12 15 0	9 14 0	13 15 0
Total ...	190 6 0	173 4 0	106 0 0	85 15 0	...	...	69 8 0	92 1 0
State average ...	23 12 9	21 10 6	13 4 0	10 11 10	...	...	8 11 0	11 8 0

(*b*) It will be observed from the above that the prices of cholam and salt have fallen during the year, while those of rice and ragi have risen in spite of the fact that total output under these crops was larger than in the previous year.

G. O. No. 911-960—Stl. 22-20-5, dated 31st March 1921.

EXCISE.

Excise Department.

Review on the Annual Report for 1919-20.

Principal features.—The leading features in the Excise Administration of the State during the year under review were (1) the reduction in the strength of arrack from 30 U. P. to 35 U. P. (2) the enhancement of the duty on country liquors to Rs. 6 per gallon of 35 U. P. in Bangalore City and to Rs. 5-4-0 per gallon elsewhere in the State, (3) enhancement of the duty on ganja from Rs. 15 to Rs. 17-8-0, per seer of 80 tolas and (4) enhancement of the issue price of opium from Rs. 45 to 50 per seer of 80 tolas. The rules relating to the manufacture and sale of arrack, toddy, beer, Akkibhoja (or rice-beer), ganja, cocaine and opium were revised and rules were framed to regulate the sale of morphia drugs and medicated wines. Most of the conditions regulating excise sales were modified and issued in the form of a permanent set of rules. Some of the forms of returns and registers in use were revised. The pay of the subordinate staff (Excise Inspectors and below) was revised as a first instalment of the scheme for the reorganization of the Excise Department.

Financial results.—The gross demand including arrears for the year under review was Rs. 78,95,517, against Rs. 72,70,693, in the year previous. The collections amounted to Rs, 76,72,480 against Rs. 71,32,731 in 1918-19. The increase was mainly under "Arrack," "Toddy" and "Ganja.'. The actual collection during the year was 98·2 per cent of the demand against 98 per cent in 1918-19. The irrecoverable arrears written off in the year rose to Rs. 24,429 from Rs. 7,262 last year. The increase was largely due to remissions of shop rents, due from certain licensees owing to want of stock of liquors in some Bonded Depots.

Incidence of taxation.—The general incidence of taxation per head of population was Rs. 1-6-1 against Rs. 1-4-9 in 1918-19.

Manufacture and consumption of country spirits.—The arrack manufacturing contract of Mr. Haji Ismail Sait terminated on the 30th June 1920. Messrs. A. Thangavelu Mudaliar and M. Narasimhaiya were given the contract for a period of three years from 1st July 1920.

The Chief Engineer is requested to arrange for the early provision of the additional accommodation in the Distillery buildings required by the Excise Comn issioner.

The total quantity of spirits manufactured during the year was 517,107 gallons against 562,070 gallons in 1918-19 and the quantity issued to the Depots in the State and the Civil and Military Station, Bangalore, were 418,965 gallons and 117,442 gallons respectively, the corresponding figures for the previous year being 425,610 and 126,646 gallons respectively. The balance of liquor at the close of the year was 10,858 gallons.

Arrack.—The total consumption of arrack during the year was 373,551 gallons against 395,351 gallons in 1918-19, showing a decrease of 20,358 gallons. It is satisfactory to note that there has been a steady decline in consumption as will be seen from the details noted in the margin. There was a slight

Year	Consumption in gallons
1916-17	419,621
1917-18	409,764
1918-19	395,351
1919-20	373,551

rise in consumption in Mysore, Hassan and Kadur Districts; but the other districts showed a heavy decline.

Special and foreign liquors.—There was appreciable decrease in the consumption of special liquors, the figures for the year 1919-20 being 24,204 gallons against 27,521 in 1918-19, the Excise Commissioner has not accounted for the decline in the consumption of these liquors. The consumption of foreign liquors, on the other hand increased from 16,632 gallons to 20,008 gallons due to the removal of restrictions imposed on their import during the war.

Toddy.—The number of trees of all kinds tapped during the year was 470,033 against 443,788 in 1918-19. The number of trees tapped in British India for Mysore shops was 27,617 against 30,113 in 1918-19, while the number of trees tapped in the State for British Indian shops was 20,503 against 18,526 in 1918-19. There was on an average 1 shop to 2,129 persons and 11·1 square miles against 2,123 persons and 11·07 square miles in 1918-19. The total revenue from toddy was Rs. 37,98,417 against Rs. 34,54,275 in 1918-19, the increase being mainly due to enhanced shop rental.

Date groves.—The Excise Commissioner's proposals for improving and conserving date groves are awaited. Orders have issued for printing the revised lists of date reserves of Bangalore, Kadur and Chitaldrug Districts, and parts of Hassan District. Orders of Government have also issued directing the surrender of date reserves not required by the Excise Department for cultivation. The Excise Commissioner is requested to expedite submission of the revised lists of date reserves of the remaining taluks and of lists of date reserves that can be surrendered for cultivation in these taluks.

Country beer.—The consumption of country beer in the State during the year was 13,085 gallons against 17,569 in 1918-19. No canteen license was issued during the year for the Military Camp at Hebbal.

Akkibhoja.—The number of Akkibhoja shops remained at 35 as in previous years. Rules have been framed for the disposal of these shops and for the manufacture of Akkibhoja for sale.

Ganja.—The area under ganja cultivation during the year was 90 acres against 67 in 1918-19. The outturn of the drug per acre was also better, being 6 maunds per acre against 5·8 in the previous year. The number of shops was 252 against 248 in 1918-19. But the consumption increased from 11,172 seers to 13,740 seers.

Opium.—The number of opium shops fell from 107 to 100. The consumption of the drug is reported to have increased from 2,053 seers to 2,249 seers in spite of the enhancement of the issue price from Rs. 45 to Rs. 50 per seer.

Offences.—During the year under review, 2,684 cases involving 3,629 persons were reported against 2,843 cases involving 3,718 persons in 1918-19. The number of heinous cases including pending cases of the previous year was 637 against 544 in the previous year, while the number of offences relating to breach of license conditions and of similar minor nature rose from 2,299 in 2,472. Three hundred and eighty cases were pending at the close of the year against 342 in 1918-19. It is satisfactory to note that the percentage of conviction to cases tried during the year is 88·8.

Intelligence Staff.—The Excise Intelligence staff is reported to have confined its attention mainly to cases of smuggling of ganja and opium, the number of cases detected by them being 37 against 40 in 1918-19. This is not satisfactory. They must make it a point to pay special attention to all kinds of heinous offences, and show better results.

Licensing Boards.—The Licensing Boards of Bangalore and Mysore Cities and Kolar Gold Fields are reported to be working satisfactorily.

Advisory Boards are reported to have been formed at the headquarters of the other districts. The Advisory Board of Hassan seems to have done some useful work. It is reported that the other Advisory Boards did not meet. This is not satisfactory. The Excise Commissioner is requested to issue instructions to the Deputy Commissioners concerned to organize the Boards forthwith on a practical basis and to arrange for their periodical meeting.

Inspections.—The Excise Commissioner was on tour for 102 days during the year against 92 in 1918-19, during which he visited all the districts and inspected the District Excise Offices of Kolar, Shimoga, Chitaldrug and Hassan. It is unsatisfactory that the inspection work done by District Excise Officers left much to be desired, especially those of Bangalore, Kolar and Shimoga Districts, who did not inspect even 50 per cent of the number of shops in their jurisdiction during the year. The attention of the Excise Commissioner is invited on this point to para 16 of Government Order No. 9450-9—Ex. 62-18-24, dated 28th January 1919, reviewing the Excise Administration Report for the year 1917-18. The District Excise Officers should be required to systematize their inspection work by submitting to the Excise Commissioner at the beginning of every month a programme of inspections, which should be adhered to as far as possible. The Excise Commissioner is also requested to see that the District Excise Officers tour for at least the minimum number of 150 days in a year prescribed in Government Order No. R. 11991-2– Ex. 87-19-2, dated 14th April 1920.

General.—The Administration of the Excise Department during the year under review was on the whole satisfactory.

G. O. No. R. 9893-903—Ex. 63-20-11, dated 5th March 1921.

JUDICIAL.

Statistics of Criminal Courts.

GOVERNMENT REVIEW FOR 1919-20.

There was an appreciable increase in the offences reported to the Magistrates, the number rising to 24,328 from 21,812 in 1918-19 and it is attributed to the abnormal prices of food stuffs and the unfavourable seasonal conditions which prevailed during the year under review. Much of this increase was due to offences against Special and Local Laws particularly the provisions of the Defence of India Regulation dealing with the export and transport of food stuffs.

Altogether 44,430 persons were brought to trial against 39,250 in 1918-19. Of these 8,919 persons or 20·07 per cent were convicted and 25,885 persons or 58·26 per cent were acquitted or discharged, the percentages of convictions and acquittals or discharges in the previous year being 17·56 and 59·54 respectively.

The average duration of cases in the courts of Magistrates was 45·83 against 35·77 days in 1918-19, while that of appeals in the Magistrates' Courts was 63·40 days against 31·66 in the previous year. In the Sessions Courts the average duration of appeals increased from 36·18 to 53·74 days, while in the Chief Court it rose from 45·65 days in 1918-19 to 76·83 during the year under review. One of the reasons given for the rise in the average duration of appeals in the Chief Court is that in some instances it took two months for the inferior courts to submit the records to the Chief Court. Government hope that early steps will be taken by the Chief Court to avoid delay in the submission of the records by the subordinate courts. It is extraordinary that there should have been an increase in the average duration in almost all the subordinate courts, including the Sessions Courts. With the exception of the District Magistrate of Kolar, no Judge or Magistrate has offered any explanation in the matter. The Government cannot help thinking that the despatch of work in the Criminal Courts is not satisfactory and that more effective supervision is needed to improve the same. The abnormal rise in average pendency in the Bangalore Division in particular calls for notice and the Chief Court is requested to send up to the Government the names of such of the Magistrates who have contributed largely to this result.

Preventive action was taken against 102 persons as against 40 in the last year. This is satisfactory.

The number of witnesses who attended the courts of Magistrates was 121,530 against 115,281 in the previous year, and it is satisfactory to note that only 507 and 208 persons were detained for "three days" and "four days and more" as against 789 and 364 respectively in 1918-19.

There was a marked increase in the number of persons sentenced to death and transportation, *viz.*, 14 and 35 as against 9 and 15 respectively in the previous year.

The number of persons dealt with under Section 562 of the Code of Criminal Procedure was 59 against 30 in 1918-19. But the number of persons sentenced to short terms of imprisonment *i.e.*, 15 days and under, rose to 671 from 489 in 1918-19. The attention of the District Magistrates is drawn to the observations made in the review of the previous year in this respect and they are requested to issue suitable instructions to the Subordinate Magistrates to utilise the provisions of the above section more largely in future.

The District Magistrates of Hassan, Shimoga and Chitaldrug have furnished no definite information regarding the state of work relating to the sorting and destruction of records while the District Magistrates of Kolar and Tumkur have not even referred to it in their reports. It is hoped that the work is receiving due attention.

The Chief Court had altogether 134 appeals for disposal involving 212 persons, and disposed of 104 appeals, leaving 30 cases at the end of the year.

Government are glad to record the good work turned out during the year by the Bench Magistrates who disposed of 4,314 cases against 2,153 in 1918-19.

The inspection work done by the District Magistrates cannot be said to be satisfactory. With the exception of the District Magistrates of Hassan and Chitaldrug, no other District Magistrate inspected all the important courts in his district. The work turned out by the District Magistrates of Kolar, Bangalore and Kadur is very poor.

The Chief Court inspected only three courts during the year, one in Mysore and two in Chikmagalur.

G. O. No. G. 18158-66—Cts. 117-20-3, dated 28th March 1921.

EDUCATION.

Publication of Books in Kannada.

Government apprehend that there is a certain amount of overlapping of functions among the several bodies in the State which are concerned in the publication of original works in Kannada. The work of publication is at present undertaken by the Education Department, the Board of Education of the Economic Development Board and the Publication Bureau of the University. With a view to avoid the overlapping of functions among these three agencies, Government are pleased to lay down the following rules to define the scope of functions of the three agencies. The Education Department with the aid of the Text Book Committee will confine itself to the publication of the text-books for schools according to the curricula prescribed by the Department. The Board of Education will interest itself in the publication of books of general knowledge of modern interest to the bulk of the people other than text-books intended for use in schools. Whenever the Board proposes to prepare books for the use of schools it should consult the Department of Education and proceed with the preparation and publication of books with the concurrence of the Department of Education regarding the lines on which the books are prepared. The scope of the Publication Bureau of the University should be limited to advanced treatises and works of higher study and also to the preparation of books suitable for the University grades of Education.

With a view to further co-ordinate the activities of these bodies, Government direct that each of the three bodies referred to above should submit for the information of Government, before the 15th January of each year the programme of publications to be undertaken during the succeeding academic year to facilitate due provision being made in the budget for working out the programme.

G. O. No. 8086-9—Edn. 45-19-15, dated 25th February 1921.

Foreign Scholars.

SUBMISSION OF PROGRESS REPORTS.

Government consider that the progress reports of scholars should be sent in the first instance to the Inspector-General of Education who should forward them to the Heads of the Technical Departments concerned for information and remarks.

G. O. No. 8565-7—Edn. 60-20-110, dated 10th March 1921.

Report on Public Instruction.

GOVERNMENT REVIEW FOR 1919-20.

Educational Statistics.—Education in the State which had suffered of late owing to the adverse economic conditions due to the late war and the prevalence of epidemics has been showing signs of recovery. There has been some increase in the enrolment and attendance of pupils in all public institutions, though the standard of progress attained in 1917-18 has yet to be regained. During the year under report, the number of public institutions decreased by 159, but their strength increased to 328,290 *i.e.*, 5,548 more than in the previous year, but still 10,582 less than in the year 1917-18.

The following statement indicates the progress of education during the year 1919-20 as compared with the previous two years :—

No.		1917-18	1918-19	1919-20
1	Number of institutions	9,633	10,500	10,341
2	Strength	338,872	322,742	328,790
3	Percentage of boys at school to male population of school going age.	68·00	65·70	65·00
4	Percentage of girls at school to female population of school going age.	14·20	12·26	13·85
5	Expenditure on public institutions ...	Rs. 31,43,346	Rs. 38,51,390	41,65,137
6	Average cost of education per head of population.	Rs. 0-8-9	Re. 0-10-9	Re. 0-11-8
7	Proportion of area to each school ...	1 for 2¾ sq. miles	1 for 2½ sq. miles	...
8	Total grant-in-aid	Rs. 4,54,770	Rs. 5,02,399	4,69,795
9	Proportion of pupils to population ...	1 in 16	1 in 17	1 in 17

Expenditure.—The total expenditure on public institutions from all sources amounted to Rs. 41,65,137, showing an increase of Rs. 3,13,747 over that of the previous year. Of this amount Rs. 20,72,017 were spent on Government Institutions, Rs. 5,682 on Municipal Schools, Rs. 9,87,236 on Aided institutions, Rs. 4,39,304 on buildings and furniture and Rs. 6,60,803 on other items. The amounts spent during 1918-19 on Government and Aided Institutions were Rs. 16,89,298 and Rs. 7,22,650 respectively.

The total fee-income decreased from Rs. 3,88,959 to Rs, 3,72,831. The fall which is specially noticeable in the case of Anglo-Vernacular Schools in spite of the increase in the number and strength of these schools calls for explanation.

Administrative improvements.—With a view to facilitate prompt despatch of work in the department the Inspector-General of Education in Mysore was invested with powers as regards the appointment of additional teachers in Anglo-Vernacular Schools, the strengthening of staff of existing schools, etc., and the powers of the Inspecting Officers and Head Masters of of High Schools were also enhanced in the matter of appointments, grant of leave to subordinate officers, etc. The scheme of a separate Inspectorate for Girls' Schools was brought into operation.

As the Inspecting staff of Hindustani Schools was found inadequate, the appointment of an additional Inspector was sanctioned and the territorial distribution of work among the Inspecting staff of these schools was revised.

A staff of relieving teachers was also sanctioned for the High Schools and the Hindustani Schools for serving as a reserve in the case of short vacancies.

Among other measures sanctioned during the year were the issue of rules to regulate recognition of schools, the revision of rules and syllabuses for Commercial Schools and examinations and the revision of rules regarding Foreign Scholarships and Deputations.

Inspection.—The Inspector-General of Education was on tour for 59 days and visited only 20 schools. Government recognise the limitations on the time available to the Inspector-General for touring in view of the heavy work of consolidation and direction of the activities of the Department, but they consider that more itineration and inspection by him are possible and necessary. Now that most of the larger questions connected with education in the State have been examined, he should be able to spend a considerably longer time on this part of his work.

The Deputy Inspector-General of Education is reported to have inspected only 4 institutions and it has not been stated of what grade these institutions were. Under the Government Order creating the post of the Deputy Inspector-General it is one of the principal duties of this Officer to make a detailed inspection of all the High Schools in the State once a year, but this has not been attended to.

Information has not been furnished about the work done by the Technical Assistant in inspecting the large number of school buildings under construction by the Department.

The Circle Inspectors of Bangalore and Mysore inspected 299 and 365 schools respectively. Except in the case of the Inspectors of Bangalore, Mysore and Tumkur, the itineration of the District Inspectors has fallen short of the prescribed minimum. The itineration and inspection of the Assistant Inspectors are reported to have been better than last year. Further information is however necessary to enable Government to judge how far this work of the subordinate inspecting staff has been satisfactory. The Inspector-General is therefore requested to furnish information in his future reports as regards the number of institutions under the charge of each officer, the number inspected by him and the number remaining uninspected at the end of the year.

Government note with satisfaction that the scheme of the separate inspectorate for girls' schools has been working satisfactorily.

Collegiate Education.—The demand for Collegiate Education has been steadily on the increase. The number of pupils taking up Science as an optional subject is also rapidly increasing. The Collegiate High School, Bangalore, provides accommodation for 385 pupils in seven sections. Great difficulty was felt in providing accommodation for the large number of pupils taking up Science as an optional subject. Arrangements were made for the practical work of the Entrance classes in Physics and Chemistry in the Central College as in the previous years. As this arrangement had certain disadvantages, the construction of a Science Hall for the Bangalore Collegiate High School was ordered to be taken up immediately. To provide for a Science Section of the Entrance Class in the Malnad, Government have sanctioned the opening of an Entrance Class in Science in Shimoga High School in July 1921. Necessary facilities were also given to the London Mission High School where an Entrance Class in Science has been opened in the current year.

The work of the Entrance Classes during the year under report was satisfactory. Out of 887 candidates sent up for the examination 420 or 47·35 per cent were successful.

High Schools.—There were 11 Government and 6 aided English High Schools for boys with a strength of 2,894 and 3,299 respectively or a total strength of 6193 which was in excess of the strength in the previous year by 394. Additional Katcha buildings were constructed at certain centres to relieve the difficulty in finding accommodation. With a view to provide adequate facilities for the teaching of Science a scheme of constructing Science Halls for all High Schools was sanctioned and ordered to be taken up according to a programme extending over a few years.

In several of the Government High Schools the results in the Secondary School Leaving Certificate Examination were not satisfactory. The percentage of pupils declared eligible for College Course was below 40 per cent in the Government High Schools at Bangalore, Channapatna, Hassan and Kolar. There is need for improving the efficiency of the Government Schools and the work of the schools requires constant supervision and inspection by higher officers.

Tho Kannada High Schools have not been popular, their strength having gone down from 336 to 242. Owing to the limited prospects of pupils who pass the Kannada Upper Secondary Examination and the existence of a large number of English High Schools affording higher education, the Kannada High Schools do not serve much useful purpose. The Upper Secondary Classes in four institutions have been abolished and the question of reducing their number further is under consideration.

A.-V. Schools.—Anglo-Vernacular Middle Schools continued to increase in popularity. The number of Middle Schools rose from 360 to 372 and their strength from 49,647 to 52,656. Of these 140 were fully developed Anglo-Vernacular Schools and 129 were Rural Anglo-Vernacular Schools, *i. e.*, Vernacular Middle Schools with special aided English Classes. It is reported that there is great congestion in a large number of Middle Schools and that the problem of finding additional accommodation and opening new schools has become urgent. The questions of increasing the number of Middle Schools and their proper redistribution are under consideration of Government in connection with the Memorandum on Education.

Primary Schools.—There was a fall in the number of Primary Schools from 8,966 to 8,806 but their strength rose, though very slightly, from 2,19,797 to 2,20,201. The scheme of compulsory education is in force in all the 240 centres to which it has been extended by Notification. Nine thousand, three hundred and seventy-nine boys and 2,188 girls of compulsory age were admitted during the year; 2,807 warnings were issued and 116 prosecutions instituted.

Training Institutions.—The strength of all the Training Institutions was 486 as against 537 in the previous year. The fall is specially noticeable in the case of training institutions for women their strength having fallen from 101 to 63. Government have recently passed orders regarding the measures to be taken for increasing the supply of women teachers and also for the training of a large number of men teachers. The steps to be taken for training a still larger number to meet departmental requirements consequent on the reforms to be introduced will be dealt with in the general resolution which Government propose to issue on the Education Memorandum.

Industrial Schools.—Despite the decline in the strength of the Industrial Schools from 1,640 in the year 1918-19 to 1,410 in the year under report, the schools are reported to have worked satisfactorily. The fall in the strength has been explained to be due to the stipends provided in these institutions having lost much of their attraction in view of the increased wages the pupils are able to earn elsewhere and the absence of any legislative enactment for enforcing continuance of the pupils in schools till the completion of their training. Government have under consideration the question of replacing the scheme of stipends by a system of payment of wages, whereby each boy will be given wages instead of fixed rates of stipends. The question of introducing an Apprenticeship Act is also under consideration.

Education of women.—The progress of women's education continues to be slow. The percentage of girls at school to girls of school going age has increased from 12·27 to 13·55. The number of schools for girls increased from 737 to 765 and their strength from 49,631 to 56,007. There were in

addition 2,657 girls in special and private schools. The total expenditure on the education of women during the year was Rs. 4,53,402 8-6. There were 146 girls in High Schools, 2,384 in Middle Schools and 53,477 in Primary Schools.

Education of Special Communities.—The number of Mahomedan boys and girls at school rose from 30,472 and 8,449 in the previous year to 31,158 and 10,829, respectively, but the percentage of pupils reaching higher stages has not however shown any improvement. The Inspectorate for Hindustani schools has been strengthened so as to ensure better and more frequent inspection of these schools.

The education of the Depressed Classes has been receiving the earnest consideration of Government. Orders were issued in April 1920 regarding the policy to be followed in the development of Education among these classes. The allotment for scholarships to the Depressed Classes has been increased to Rs. 25,000 of which Rs. 10,000 has been reserved for students in the Anglo-Vernacular Classes. As a result of the special facilities afforded by Government to members of this community and the policy of Government in throwing open public institutions to all classes the number of Panchama pupils at school increased to 16,896 during the year of whom as many as 3,144 were in institutions other than the schools maintained exclusively for Panchamas. A Special Committee has been constituted for the advancement of the Depressed Classes and the question of improving the existing Panchama boarding institutions, opening additional boarding Anglo-Vernacular Schools and opening a large number of primary schools is under the consideration of Government.

Co-operation of the Public.—It is gratifying to note that the interest of the public in educational matters was continued and liberal contributions have been made by several persons, among whom Messrs. Channabasappa of Kabbahalli in the Gundlupet Taluk and Nanjegowda of Kantarajapura in the Channarayapatna Taluk are deserving of special mention.

General.—The expenditure on education has considerably increased of late, the average cost per head of population having risen from five annas six pies in 1910-11 to eleven annas eight pies in 1919-20 and the further expansion of educational facilities in all grades foreshadowed in the Memorandum on Education involves heavy additional expenditure which in view of the present financial situation cannot be met from the available sources of revenue. The question therefore of finding ways and means for meeting the increased expenditure is one of urgency but is beset with difficulties. The matter has been engaging the earnest consideration of Government and they propose to discuss this question in detail in the resolution on the Memorandum on Education.

Government are glad to note that the work of the department during the year showed advance in several directions but realise that pending the issue of orders laying down future policy the department has been in a state of suspense which has precluded a vigorous policy being pursued. It is hoped, however, that when such orders are issued the administration of the department will show progress and advance in all directions in the coming years.

G. O. No. 10200-60—Edn. 20-20-24, dated 23rd April 1921.

AGRICULTURE.

Private Grainages.

PROPOSALS FOR THEIR ORGANISATION AND DEVELOPMENT.

The Director of Agriculture has at the instance of the Superintendent of Sericulture submitted for sanction the following proposals :—

That a special officer on Rs. 70-10-100 may be appointed for the organisation and inspection of private grainages.

2. That a set of grainage instruments consisting of (*a*) a cheap but a suitable microscope and (*b*) a mortar and pestle at a total cost of Rs. 150 may be supplied to each private grainage on the understanding that if the grainage works satisfactorily for a year and if the graineur had in the meantime learnt the use of a microscope the set of instruments should be given to such graineurs at half cost.

3. The loans granted to private graineurs should be free of interest for a period of 5 years interest being levied at 5 per cent after that period.

4. That the Director of Agriculture may be authorised to grant loans up to Rs. 1,000.

5. That rearing rooms costing about Rs. 800 may be constructed at Government expense at Nandi, Kempanahalli and Nilsoge and offered at a nominal rent to any competent rearer willing to start a grainage and that in the event of competent people not coming forward the department may be allowed to arrange for rearing seed cocoons on the profit sharing system.

Government are pleased to sanction the 2nd, 4th and 5th proposals specified above.

Government are not in favour of sanctioning a special officer as proposed by the Director for the organisation and inspection of private grainages. As the Sericultural Department has recently been reorganised at a large additional expenditure to Government an officer in the sanctioned cadre may be deputed for this work.

As regards the proposal to grant loans free of interest, the interest fixed at 5 per cent per annum, is itself a concession and Government therefore cannot accord sanction to exempt these loans from interest. The rules laid down in the Government Order No. 4527-37—A. & E. 50-18-8, dated 27th November 1918, will apply in the case of all loans granted to private graineurs. The Director of Agriculture is requested to see that punctual payment of interest and instalment is insisted on annually and that prompt and efficient steps are taken for the recovery of the loan in case of default.

In the first instance, private graineurs may be started at 10 important places as suggested by the Superintendent of Sericulture and the results watched. If the results are satisfactory, proposals for starting them at other places may be submitted with a report containing necessary details as to how the scheme has worked.

The Director of Agriculture has also recommended that grainages which are in receipt of technical and financial aid and which conform to Government rules framed in this behalf may be granted open recognition and termed 'Aided Industrial Grainages'.

G. O. No. 7880-1—A & E 145-20-2, dated 19th February 1921.

Agricultural Department.

REVIEW ON THE ANNUAL REPORT FOR 1919-20.

Agricultural Farms: Experimental Work.

Hebbal Farm.—Among the crops that were tested on the Hebbal Farm ragi, paddy and sugar-cane were, as during the last year, the chief ones. The rotation of ragi with groundnut and leguminous crops, the transplantation of ragi instead of broad casting, its wider spacing, the intercultivating of crops by the kunte, and the selection of ragi for seed were all tested, and better yields were obtained. The effect of green manure on ragi was not satisfactory owing to the fact that the crop was sown very late and was subject to unsuitable weather conditions during its period of growth. Of the Hebbal selections of ragi which were tried on a field scale H3 and H22 were found to be the best yielders. With regard to paddy, the tests were conducted on the same lines as those of last year and results have confirmed those obtained last year. Of the varieties of sugar-cane in respect of which experiments were conducted, red Mauritius has as usual yielded the best outturn but it is reported that no definite opinion can be given as to the merit of the new varieties under observation until they are tested on a larger scale.

Marthur Farm.—Experiments were conducted in connection with paddy, sugar-cane, areca, ragi and other minor crops with satisfactory results. In the last year's review on the report of the department, Government have referred to the desirability of popularising the cultivation of pepper in the malnad area out of cuttings obtained from the Madras Government Farm at Taliparamba. Government will be glad to know the progress made in this direction.

Babbur Farm.—Dry crops such as cotton and jola and irrigated crops such as sugar-cane were the main crops that were grown in the Farm. Doddahatti yielded a better outturn than Sannahatti and the yield of jola was 160 seers per acre as against 119 seers per acre last year. Better methods of cultivation of ragi produced valuable results. Of the four kinds of jaggery boiling furnaces that were studied, Babbur Megasse furnace has been found not only to save fuel but also to produce a better quality of jaggery with a low percentage of non-crystallisable sugar. The Indian Sugar Committee paid a visit to the Farm.

Nagenahalli Farm.—The cultivation of sugar-cane for the development of which the farm has been started could not be taken up during the year under review on account of the fact that sufficient supply of water could not be assured, owing to the costly improvements required along the route of the main channel. Other crops, such as paddy, jola, etc., were grown with poor results. The receipts and expenditure of the farm amounted to Rs. 1,858 and Rs. 7,900 respectively. Arrangements having now been made for a satisfactory supply of water, the department should be able to undertake experiments on sugar-cane.

Investigations.

The results of the investigation carried on in the scientific section of the department were of a valuable character. The results of the previous year's work in regard to green manuring and liming were on the whole confirmed. Twenty-three samples of oilseeds were analysed with regard to their oil-contents: gingelly and castor showed a variation of over 20 per cent.

Breeding work was conducted on ragi, sugar-cane and cotton. H22 ragi has a heavier yield and some of the other selections are likely to be heavy yielders also. Further investigations are in progress in the matter.

With regard to sugar-cane, red Mauritius has as usual proved a heavy yielder. A large number of seedling canes were tested and they promise to do better. It is reported that no recommendations as to the cultivation of these canes on a large scale could be made by the department until after the milling season as final results had to be awaited.

Government note that experimental work on cotton is being carried on in close co-operation with the Bombay and the Madras Departments of Agriculture. The Director reports that conditions with regard to the growth of Doddahatti (Dharwar-American) were not found to be favourable at Babbur and that the work had therefore to be transferred to the vicinity of Banavara where it is now being conducted on privately owned land and that it will be necessary to buy or lease a small plot of land for this purpose. Detailed proposals indicating the extent of land required, and the cost involved, etc., may be submitted for the orders of Government.

The composition of nineteen samples of fodder grasses and two samples of ragi straw was determined. The digestive co-efficients have to be determined in order to find out the fodder value. This is being investigated now. Twenty-four samples of soils from Marthur and Babbur Farms were analysed. Manurial experiments are in progress with reference to the results of these analyses. Potculture work is being pursued by Dr. Narasimha Iyengar and interesting results have already been obtained with regard to the water requirements of ragi and jola. Large grants have recently been sanctioned by Government for repairing and suitably equipping the potculture house. It is hoped that with these facilities continuous efforts will be made to achieve valuable results. Government note that a beginning has been made in investigating the possibilities of apiculture in Mysore.

Popularisation of improvements.

In spite of the difficulty in securing an adequate supply of improved implements, the total cost of implements issued from the Central Depot amounted to Rs. 40,812 as against Rs. 38,206 in the previous year, implements to the value of Rs. 1,800 being sold under the hire-purchase system. It is also reported that 40 ploughs of a new model, designed by the department have been given out for trial to responsible agriculturists. Thirty-six thousand eight hundred and fifteen seers of ragi of an improved strain, 72,213 seers of seed paddy and 5,36,672 sets of sugar-cane were distributed during the year under review. Nine tons of oil-cakes and a large quantity of special paddy-manure were also distributed. It is satisfactory to note that the improved methods of threshing by stone-roller and of sugar-cane milling and jaggery boiling have become popular in the Eastern Division. Government also note that a large area of the black cotton soil is being brought under mulberry cultivation in order to increase the output of Mysore silk.

Work of the department in conjunction with the Co-operative Societies.

In view of the difficulty of getting adequate supply of sound ragi suitable for seed, two special Co-operative Societies have been formed to grow this kind of ragi and distribute the seed.

The existing Credit Co-operative Societies have also undertaken this work. Fifty Societies in the Eastern Division have begun to stock and sell seeds, implements and manures as against 19 in the previous year.

Agricultural Engineering.

The Agricultural Engineer continued to be in charge of building works in the various farms. The jaggery-boiling furnace at Hebbal and Babbur Farms were improved. The Agricultural Engineer designed, with the aid of the special temporary establishment sanctioned by Government, a new plough adapted to local conditions and forty of these ploughs were manufactured and distributed over the State for trial and report. Government await the results of the trial with these new ploughs.

The Destructive Insects and Pests Regulation.

Spraying operations for the eradication of *Koleroga* of areca palm were resorted to in the places which were affected by this disease. The work was, however, handicapped owing to the want of a sufficient number of sprayers. Government are glad to note that through the co-operation of some gardeners who readily placed their sprayers at the disposal of their neighbouring gardeners, it was possible to bring about 300 acres under operation. Two villages were brought under the scope of the Regulation but no co-ercive measures were found to be necessary.

Kamblihula work was conducted on the same lines as in previous years. Satisfactory results are reported to have been achieved wherever this work has been in progress for several years.

Live-stock.

Mr. Davison, the Live-stock Expert, was in charge of the Gottigere Sheep Farm and the Hebbal Dairy Farm. Unsuitable stock in the Sheep Farm were sold and replaced by 100 ewes drawn from Mysore and Kolar Districts. Orders have been placed for two more Merino rams.

In the Dairy Farm, poor milkers and unpromising calves were disposed of by sale and good cows were purchased.

Agricultural Education.

In the year under report, there were 19 students in the Hebbal School of whom 11 were in the first year and 8 in the second year classes. All the second year students sat for the final examination and were declared to have passed. The entrance requirements for the English course have been raised, and the length of the course extended to three years. The junior students devoted much attention to the growing of a variety of crops for observation purposes, the entire cultivation being done by themselves. An orchard has been formed and a portion of the area has been planted with various kinds of fruit plants. The books in the School Library increased from 150 to 200.

Chikkanahalli School.—This vernacular Agricultural School does not only impart agricultural education to raiyats' sons but it also sells implements seeds and manure and does demonstration work to an appreciable extent. There were 14 boys in the school. All of them sat for the final examination and were declared to have passed. At the instance of the Director, the number of scholarships was increased from 10 to 15.

Government are pleased to remark that during the period under report the work of the department, under the able and enthusiastic guidance of Dr. Coleman, has been satisfactory. Government hope that with the expansion of its sphere of operations and also the strengthening of the subordinate staff, recently sanctioned, the Department of Agriculture will get into even closer touch with the raiyat population and serve to increase the agricultural production of the State in as large a measure as possible.

G. O. No. 9801-60—A. & E. 102-20-6, dated 14th April 1921.

CO-OPERATIVE SOCIETIES.

Position of Public Servants defined.

Government direct that except in the case of primary societies no officer in the active service of Government should accept the position of an office-bearer of a Co-operative Institution without the previous permission of Government.

G.O. No. 9510-70—E. C. 111-20-1, dated 5-4-21.

Co-operative Societies.

RULES OF INTEREST ON LOANS FROM STATE FUNDS RAISED.

In supercession of all existing orders relating to the rates of interest chargeable on loans sanctioned from State Funds to Co-operative Institutions, Government direct the levy of interest at the following rates in future.

Ordinary.	6½ per cent.
Penal.	8 per cent.

Notification No. 9990—E. C. 101-20, dated 19-4-21.

Registrar's Report for 1919-20.

GOVERNMENT REVIEW.

The reorganisation of the department sanctioned in 1918 was brought fully into effect during the year. The office of an Assistant Registrar was opened at Mysore City with jurisdiction extending over the districts of Mysore, Bangalore and Hassan. Another Office of Assistant Registrar was opened at Shimoga with jurisdiction over Shimoga, Kadur, Chitaldrug and Tumkur Districts. An adequate staff of clerks and menials was provided for the officers referred to out of the staff of the Registrar's Office. The number of Inspectors at the end of the year was 42 as against 36, and of clerks 26 as against 25 during the previous year. The system of confining Inspectors to particular items of work in order to afford scope for specialisation was continued during the year. The special Technical Inspector for the technical supervision of Weavers' Societies joined duty in January 1920, and two Inspectors were sanctioned as a temporary measure for work relating to Agricultural Co-operation.

Development of Co-operation.—The total number of Co-operative Societies in the State increased from 1233 in 1918-19 to 1402 in 1919-20. One hundred

and ninety-four Societies were registered during the year while the registration of 25 societies was cancelled. Of the new societies registered, 42 were for the development of Agricultural Co-operation, 8 for Industrial Co-operation, 19 were stores, 36 were grain Banks, 12 were for the exclusive benefit of the Depressed Classes, one was a house-building society and the rest were credit societies.

The membership in all the societies increased from 84,425 in 1918-19 to 92679 in 1919-20. The Bangalore District as usual had the largest membership, and the Kadur District the smallest, and there was an increase in the membership in all districts except Shimoga in which there was a fall of about 5·8 per cent.

Working capital.—The total working capital increased from Rs 70,98,327 in 1918-19 to Rs. 78,00,100 in 1919-20. The Bangalore District contributed the largest proportion of working capital and Chitaldrug the least. All districts excepting Shimoga and Chitaldrug showed an increase. The average working capital per member rose from Rs. 84·8 to 85·3 during the year.

Deposits.—The deposits attracted by Co-operative Societies amounted to Rs. 53,85,704 during the year as against Rs. 31,50,040 in the previous year. This is a very encouraging feature. The total amount of deposits outstanding at the end of the year was Rs. 27,76,066 as against Rs. 24,16,125 at the end of the last year, the percentage of increase being 14·9.

In spite of a special circle having been formed for the Western Division and placed in charge of an Assistant Registrar the progress of the Co-operative movement in the districts of Shimoga and Chitaldrug continued to be poor, the working capital and the deposits in both having gone down instead of showing an increase. This requires careful investigation and attention.

Profits made by Societies.—The total profit realised by all the Co-operative Societies during the year was Rs. 8,00,692 as against Rs. 6,69,063 during the previous year. The total transactions increased from Rs. 242·31 lakhs to Rs. 326·25 lakhs or in 64·34 per cent. The total amount of loans issued during the year by all the Co-operative Societies was Rs. 63,05,085 in 138,828 cases as against Rs. 54,25,073 in 88,947 cases. There was thus a considerable increase in the total number of loans over those of the previous year. It is gratifying to note that steady attempts are being made to put down the practice of a few influential members in some societies monopolising all the loans for themselves.

Societies for depressed classes.—The number of societies for depressed classes increased from 22 to 29, while some of the existing societies also encouraged the admission of depressed classes into their membership. There is still considerable scope for the encouragement of Co-operative effort among these classes, and Government trust that in the coming year better progress may be possible.

Co-operation in malnad for the benefit of areca growers.—The Registrar reports that the areca growers of the malnad are heavily burdened with debt and that the possibility of forming societies for their benefit was examined by him during the year. It is stated that arrangements have been made for forming a few test societies for areca growers. Government await the results of the experiment with very great interest.

Co-operative Banking.—The Bangalore Central Co-operative Bank and the Mysore Provincial Co-operative Bank continued to be the two principal Central financing institutions in the State, and work in both the institutions was efficient throughout.

In addition to the two District Central Banks at Mysore and Shimoga one more was formed during the year the federal Banking Union at Hassan having been converted into a District Central Bank.

Agricultural and Industrial Co-operation.—The number of Agricultural Societies is reported to have increased from 1030 to 1162, Their membership increased from 47860 to 51942, and their working capital from Rs. 23,82,957 to 23,83,447. The number of stores societies increased from 39 to 60 and their membership from 9,000 to 10,000. The value of articles purchased by them during the year amounted to Rs 11 lakhs and the value of articles sold to Rs. 11·96 lakhs, as against 5·8 lakhs and 5·7 lakhs respectively during the previous year. The Registrar reports that the usefulness of Co-operative Societies as an agency for the distribution of good stuffs was demonstrated strikingly during the year under report. Two hundred Societies undertook the sale of rice during the year. As a result of experience gained in the distribution of rice through Co-operative Societies it has been arranged to utilise them as centres for distribution of fuel in the Bangalore City. As regards Agricultural and Industrial Co-operation, Government expect that with the staff already sanctioned, more useful and substantial work will be done in future. It is gratifying to note that several societies have held demonstrations of improved ploughs, seed drills, cultivators, disc horrows and threshing machines, under the guidance of a Demonstrator specially deputed by the Director of Agriculture for the purpose. Of the two lift-irrigation Societies only one is reported to have been working in the year. The Dairy Society formed at Mandya about five years ago is reported to have shewn no desire to start work, but the one at Hebbal formed during the year under report has worked very successfully. Efforts are being made to start a Milk Supply Society for the Bangalore City. Forty Weavers Co-operative Societies are reported to have been working at the end of the year with a membership of 1900 and a working capital of Rs. 1,376,30. They sold raw materials to the extent of Rs. 2,67,000 and finished products to the extent of Rs. 2,12,000. Out of the sum of Rs. 50,000 placed at his disposal for advancing loans to these societies the Registrar sanctioned loans amounting to Rs. 18,500 to three Societies.

The Bangalore City Weavers' Co-operative Society is reported to have dealt with the largest number of weavers. The Bank of Mysore granted a cash credit of Rs. 50,000 to the society during the first half year, but owing to the stringency of the money market the Bank was compelled to reduce the limit of cash-credit to Rs. 20,000 during the second half of the year. To supplement the working capital of the society, the Government sanctioned an advance of Rs. 15,000 to the society to be utilised until such time as the Mysore Bank was able to raise its cash-credit. The membership of the society is reported to have increased from 197 to 247 and its share capital from Rs. 5,280 to Rs. 10,988. It purchased raw materials to the extent of Rs. 10,636, and sold them to the extent of Rs. 11,741. The net profits of the society are reported to have amounted to Rs. 4,968 as against Rs. 2,518 in the previous year. The society has also helped in the distribution of rice to the value of Rs. 18,000.

Out of four Sericulturists' Societies in the beginning of the year, the one at Sidlaghatta is reported to have done some work in the way of supplying disease-free eggs to its members.

Jaggory manufacturing societies have proved a failure, and rice-hulling societies also have generally ended in failures excepting the one at Channarayapatna. Owing to the abnormal increase in the price of fuel and its scarcity in and around Channarayapatna, the society has found the cost of working the mill prohibitive. Government note that arrangements are being

made by the Director of Industries and Commerce for replacing the steam engine and boiler by an oil-engine. A special report should be submitted to Government as to how far this work has progressed and how the society is at present working. Of the two Gudigars' Societies, the Sagar society is reported to have been doing good work.

An Oil-mongers' Society is report to have been formed at Belur for the purchase of oil-seeds and the manufacture of pure oil. A society for improving Home Industries is said to have been formed by the lady teachers and students of the Vani Vilas High School, Bangalore.

Disposal of suits and audit of accounts.—At the beginning of the year there were 858 suits pending disposal, and during the year 1,541 fresh suits were entertained making a total of 2,399 for the year. The increase in the number of suits is reported to be due mainly to the increased attention paid by the department to the consolidation of societies. The Registrar reports that out of 2399 suits, 1109 were disposed of during the year, leaving so large a number, as 1920 undisposed of. The number of decrees pending execution with the Deputy Commissioners at the beginning of the year was 878, and 762 more were sent to them for execution, during the course of the year, thus making a total of 1640. Out of these, 333 were executed, leaving 1307 decrees pending execution at the end of the year. This is very unsatisfactory. The Government must again insist on officers of both the Co-operative and the Revenue Departments adopting prompter and more effective measures for the speedy disposal of suits and the execution of decrees.

The accounts of the societies were audited mostly by official agency, and 832 societies were fully audited during the year. Certain serious irregularities such as defalcations and falsification of accounts in several societies were discovered by the auditing staff.

There were two cases of criminal misappropriation of Societies' Funds, *viz.*, those at Halenahallly and Kodihally Societies in the Tumkur District. Four more cases of misappropriation were reported during the year. The cases related to the Ooregaum Co-operative Society, the Mosale Co-operative Society in the Hassan Taluk, the Nandidrug Mines' Co-operative Society and the Ramalingeswara Weavers' Society in the Mysore City. These defalcations show that the supervision of the societies' own Directors and Auditors is often very inadequate, and also point to the need for closer and more continuous supervision on the part of the officers of the department.

Important events.—The Agricultural and Industrial Co-operative Soeieties in the State participated in the Dasara Industrial and Agricultural Exhibition in October 1919. Thirteen societies sent exhibits valued at Rs. 5,425; and articles valued at Rs. 1,042 were sold at the Exhibition itself. One of the societies won a gold medal.

The 9th Provincial Co-operative Conference was opened in October 1919 by His Highness the Yuvaraja and presided over by Mr. G. K. Devadhar, M.A., Vice-President of the Servants of India Society. The Registrars of Co-operative Societies of Madras, Hyderabad and Coorg were among the visitors to the Conference.

Prizes instituted by His Highness the Yuvaraja were graciously presented by him at the Conference to the best Agricultural, Industrial and District Credit Societies in the State.

Eight District and seventy Taluk Co-operative Conferences were held during the year along with the District and Taluk Conferences.

Inspectors of Co-operative Societies are reported to have inspected in the course of their tours 400 Village Improvement Committees, and delivered lectures on Co-operation, Sanitation, Education, Agricultural and Industrial

Development and other subjects relating to the economic improvement of villages. Government regret to note that attempts made by the Registrar to revive the publication of the Co-operative Bulletin have not proved successful.

Touring.— The number of days on which the Registrar of Co-operative Societies was on tour during the year was 151, which fell short of the prescribed minimum by 29. Hundred and fifty-four Societies, *i.e.*, 77 Rural and 77 Urban societies were inspected by him during the whole year. The Assistant Registrar, Mysore Division, toured 164 days, and inspected 138 societies and the Assistant Registrar, Shimoga Division, toured 165 days and inspected 159 societies. The touring of the Assistant Registrars was also not adequate the period for which they toured having fallen short of the prescribed minimum by about 76 and 77 respectively.

Concluding remarks.—Government are glad to note that the year under report was generally one of progress in spite of adverse conditions such as the stringency of the money market and the abnormal rise in the prices of food-stuffs. Increased attention is still necessary to the expansion of the movement in the malnad and other backward areas of the State and also to the development of Agricultural, Industrial and other non-credit institutions. Government have since appointed an influential Committee to examine the progress of co-operation in the State, and to submit a detailed report. Government trust that the deliberations of the Committee will lead to the Co-operative movement being placed on a more useful, solid and expanded basis.

G. O. No. 10440-99—E. C. 70-20-50, dated 30th April 1921.

PUBLIC WORKS.

Public Works Department.

REVIEW ON THE ANNUAL REPORT FOR 1919-20.

Among the most important administrative changes during the year were the following:—

(i) A separate sanitary circle of Superintendence was formed consisting of the existing Sanitary and Water-Supply Divsions with effect from the 15th August 1920, to ensure proper attention to the preparation and execution of water-supply scheme drainage projects, etc.

(ii) The existing two circles of Superintendence, *viz.*, Nothern and Southern were reconstituted into Eastern and Western Circles and their jurisdiction was revised with a view to make them geographically compact and administratively efficient.

(iii) The number of sub-divisions was reduced so as to make it possible to post a gazetted officer in charge of each Sub-Division.

(iv) The special sub-divisions for the investigation of new irrigation projects and preparation of estimates for the restoration of existing tanks were abolished at the end of the year and the work was added on to the ordinary sub-divisions.

(v) The scale for Draftsmen was revised and the cadre treated as provincial.

Total grant and outlay.—The year's grant from all sources aggregated Rs. 50,24.539—against which an outlay of Rs. 47,82,459—was incurred. There was thus a lapse of Rs 2,42,·080. If the amount of Rs. 2.20704 expended without grant be included, the lapse amounts to Rs. 4,62,784. This is reported to be due, as ususl, to scarcity of labour, slackness or failure or want of contractors, insufficiency of the sanctioned rates owing to rise in prices, etc. Government wish to reiterate in this connection the instructions conveyed by them in the reviews of previous years about adhering strictly to the budgetted programme of works. In furnishing details for items of expenditure incurred without grant in paragraph 10 of the Report, capital and revenue accounts should have been separately shown. In regard to certain items in paragraph 12, it has been explained that there were no actual excesses under those heads but that they have been treated as such in the absence of formal appropriation. This procedure is not correct. Formal orders for the reappropriation of funds should invariably be obtained before incurring expenditure in future.

The total expenditure of the year under report was less than that of the previous year by Rs. 2,02,341. This is said to be due to reduced expenditure under irrigation and contribution works.

State Funds.—The aggregate modified grant under this head stood at Rs. 38,30,500 against which an outlay of Rs. 37,92,047 was incurred, the net lapse being Rs. 38,453.

Irrigation.—The total outlay incurred under this head amounted to Rs. 2,82,595 against a grant of Rs. 5,33,000, the lapse being so high as 47%

which is not satisfactory. Out of fourteen works of restoration or construction of new tanks only two, *viz.*, the construction of a new tank across Vadli stream near Hairige in the Hunsur Taluk and the restoration of Melur tank in the same taluk made some progress. The work of repairing the breach of the Manchyapatna Hutchekere tank in the Nagamangala Taluk was nearly completed. The other works are reported not to have made any appreciable progress owing to the failure of contractors in the majority of cases. The number of such incomplete tank works is rather large and among these may be mentioned the construction of a new tank across the Maralwadi stream near Mavathur in the Kankanhalli Taluk and another at Bavanhalli in Chiknayakanahalli Taluk and the restoration of Bolappanhalli tank in the Closepet Taluk, Dadaga tank in the Nagamangala Taluk, and Aiyanakere tank in the Kadur Taluk.

Among the channel works that were in progress, only two were completed, *viz.*, improving the Krishnarajakatte and the Sriramadevar south channel in the Hassan District. The accounts of the latter were not finally closed. The construction of the anicut across the Bhrugu river did not make much progress. Some progress is reported in the constuction of an anicut across the river Bhadra at Gopala in the Shimoga District. No mention is made in the report of the condition of the various channels. This should be done in future.

Civil Works.—The expenditure on buildings amounted to Rs. 9,18,983 while the grant was Rs. 7,66,500.

The most important works that were in progress were the following :—

(1) Providing Sanitary fittings to the Public Offices at Bangalore.

(2) An additional building for the Public Offices at Bangalore.

(3) An additional block of buildings in the compound of the District Office, Bangalore.

(4) New Collegiate High School at Mysore.

(5) Subsidiary buildings to the Krishnarajendra Hospital at Mysore.

(6) Additional wards and operation Theatre for the Civil Hospital at Chikmagalur.

(7) New office block to the Palace at Mysore.

(8) Guests' Mansion near the Lalitadri Hill at Mysore.

(9) Improvements at the Daria Dowlat Bagh at Seringapatam.

The following works were completed some time ago and accounts were finally settled during the year under review :—

1. Extension of the Revenue Survey Offices at Bangalore.
2. Public Works Stores at Bangalore.
3. Improvements to the Cubbon Park at Bangalore.

The following works were completed during the year but the accounts have not yet been closed:—

1. A Technological Institute at Bangalore.
2. Krisnarajendra Hospital at Mysore.
3. Servants' lines to the European Guests' Quarters at Mysore.
4. Improvements to the quarters for the members of the Representative Assembly.
5. Permanent buildings and temporary sheds at the Karapur Camping grounds.
6. A new High School at Hassan. The last work is almost completed except the porticœ in front.

Communications.—The expenditure under this head was Rs. 694844 as against Rs. 7,93,302 in the year previous, out of which a sum of Rs. 1,42,418 was spent on original works, Rs. 5,47,020 on the annual maintenance and repairs of State roads and Rs 5,406 on repairs of ferries during the current

year. Government are not satisfied with the general condition of the Provincial and District Fund roads in the State.

Water-Supply.—The work of the electrification of the pumping plant of the Chamarajendra Water Works at Bangalore was completed. Pipes to the value of Rs 11,765 were purchased and kept in reserve, for emergencies in cases of bursts in the main between Soldevanhalli and the Jewell Filters at Bangalore. Arrangements are being made to install an additional filter unit at the continued jewell filters at Bangalore. The work of laying sub-mains for water-supply in the southern half of the Basavangudi extension, as well as the high level reservoir at Malleswaram in Bangalore City was completed during the year. Fair progress was made in the laying out of a system of pipes for watering certain roads and improving the supply to high level bungalows and mansions in the Mysore City. Government observe that no progress has been reported on new works.

Miscellaneous.—Sanitary improvements and improvements to the water-supply of Shimoga town did not make such progress. There has been considerable delay in the carrying out of these works. Sanitary improvements and water-supply to Hiriyur town were completed and handed over to the Municipality; but the accounts have not yet been closed. Drainage works at the Imperial Service Lancers Lines at Bangalore were also completed as well as the Lecture Halls and certain improvements-to the Oriental Library attached to the University building at Mysore. The construction of the students' Union building at Bangalore did not make much progress for want of materials. The work of improving the Ghati Subramanyaswami Temple at Maklidrug in the Dodballapur Taluk was completed and the accounts were closed during the year. The amount allowed by Executive Engineers to lapse under the Irrigation Cass Fund is reported to be so high as Rs. 76,680. This is said to be due to the presence of water in tanks which did not admit of work being proceeded with. Sufficient precautionary measures should have been taken in good time to prevent such large lapses.

Establishment.—The charges on account of establishment amounted to Rs. 8,71,372 as against Rs. 8, 93,186 in the year 1918-19. The proportion of establishment to the total expenditure during the year was 23·3 per cent as against 22·2 per cent in the year previous. The amount contributed under Tools and Plant by the District Fund at the rate of 17 per cent of the capital outlay should have been indicated in the report.

General.—The block system of irrigation under the Vani Vilasa Sagara was ordered to be continued for another 6 years. The area cultivated under the system was 7,316 acres. Administrative sanction was accorded during the year for the improvement of water-supply to the City of Mysore at a cost of about Rs. 15 lakhs and plans and estimates are under preparation Improvements for the water-supply system at Bangalore City and the Kolar Gold Fields are being investigated.

The question of revising the Public Works Schedule of rates has not yet been finally settled although it has been under consideration for a long time The settlement of the question should be expedited.

There is sid to have been a dearth of competent contractors during the year. The reason for this has not been explained.

It is gratifying to note that a good number of works were inspected during the year by the Superintending and the Executive Engineers and that the Chief Engineer made 91 inspections of works and travelled 3,061 miles of road. But no information has been furnished in the report as to the number of days the officers were on tour. Government regret to note that the number of office inspections by the officers was very much short of the prescribed limit.

The question of introducing necessary reforms in the administration of the Public Works Department and revising the establishments with a view both to economy and efficiency are engaging the active consideration of Government.

G. O. No. 19756-8—G. M. 158-20-3, dated 19-4-21.

RAILWAYS.

The Railway Department.

REVIEW ON THE REPORT FOR 1919-20.

Railway Committee.—The Committee met six times during the year and dealt with ten questions. The committee has since been abolished.

State Lines worked by the M. and S. M. Ry. Co.—The length of these lines was 411·23 miles as in the previous year up to 1st October 1919 and thereafter 271·48 miles owing to the resumption by the Durbar of 139·75 miles of the marginally noted Metre Gauge lines. The gross earnings amounted to Rs. 38,52,048 as against Rs. 45,58.616 in 1918-19, showing a decrease of Rs. 7,06,568. The net earnings amounted to Rs. 16,07,742 as compared with Rs. 22,78.819 in the previous year, showing also a decrease of Rs. 6,71,077 due to corresponding decrease in the mileage worked for reasons given above. The percentage of return on the capital outlay was 6·90% as against 8·54% in the preceding year. The net gain to the State amounted to Rs. 7,99,593 as against Rs. 11,23,108 in 1918-19.

1. Bangalore-Mysore.
2. Mysore-Nanjangud.
3. Birur-Shimoga.

Lines worked by the State.—The total length of the Mysore Railways worked by the State was 231·75 miles up to 1st October 1919 and thereafter to 371·50 miles due to the resumption of lines referred to above. The gross earnings on these lines amounted to Rs. 20,90,699 as against Rs. 7,42,528 and the net earnings to Rs. 7,52,944 as against 21,090 respectively, in the previous year. The net return on the capital oulay was 3·30% as against ·08% in 1918-19. The increase is due chiefly to the addition of the lines resumed from the Madras and Southern Mahratta Railway Company yielding a better return on capital cost and partly to improvement on the earnings of Mysore-Arsikere Railway and Kolar District and Bangalore-Chikballapur Light Railways.

Locomotive Department.—It is satisfactory to note that the number of Engine failures was minimized due to the replacement of the boilers of the engines with new ones and that the train service continued to be satisfactory as in the previous year.

Good work was turned out of the workshops. The principal works were the construction of a travelling hand crane of 2′-0″ guage designed in the shops and the manufacture of several spare parts of Engines hitherto obtained from England.

Carriage and Wagon Department.—The work in the Carriage and Wagon shops is satisfactory. Five Metre Guage Bogie Coaches were completely constructed during the year, and four more Bogie and one four wheeler coaches were nearing completion. Sixty-four Goods vehicles constructed by Messrs. Burn & Co., were received and handed over to traffic.

Eighty-five Coaching and 211 Goods vehicles were taken over from the Madras and Southern Mahratta Railway Company and re-numbered when the Bangalore-Nanjungud and Birur-Shimoga sections were resumed for working. Some of the machinery ordered for the Central Workshops at

Mysore were also received and fitted temporarily at Bangalore to meet the heavy demand of repairs.

Traffic Department.—On the Mysore-Arsikere Railway earnings increased under coaching and goods, the average earnings per week per mile being Rs. 95, or Rs. 20 more than in the previous year and on the Kolar District and Bangalore-Chikballapur Light Railways the earnings per mile per week rose from Rs. 58 to 67. The earnings from the resumed lines showed improvement.

Accounts and Audit Department.—During the year, this department was suitable strengthned and re-organised to cope with the increased work. It is satisfactory to note that one of the Accountants Mr. G. N. Ranganathan competed for the All India Subordinates Prize Essay Competition of the Indian Railway Conference Association and that he was awarded the 2nd prize, none gaining the first. The first volume of the Railway Code was completed and one chapter printed.

Stores Department.—A Sub-Store Depot at Shimoga has been newly opened, thus increasing the total number of Stores Depots to five including the Central Stores. The value of stock in railway Stores at the commencement of the year was Rs. 7,93,085 and the value of Stores purchased during the year was Rs. 9,47,435 as against Rs. 6,81,082 in 1918-19. Stores to the value of Rs. 11,71,281 were issue during the year as against Rs. 5,63,130 in the previous year, leaving a balance of Rs. 4,69,239 at the close of the year.

Accidents.—There were on the State Lines 35 accidents to persons, 130 to cattle, 78 derailments, 52 Engine failures.

G. O. No. R. S. 2322-25—Ry. F. 349-20-21, dated 10th February 1921.

LOCAL SELF-GOVERNMENT.

Vaidyasalas and Davakhanas.

Payment of Grants-in-aid.

Government prescribe the following rules for regulating the payment of grants-in-aid to Vaidyasalas and Davakhanas by Local Boards for guidance in future.

Rules for the payment of grants-in-aid to Vaidyasalas and Davakhanas by Local Boards.

1. In order to be entitled to a grant-in-aid, the institution should supply a distinct want which cannot be sufficiently met by existing hospitals and dispensaries.

2. The Vaidya or the Hakim in charge should have undergone a course of training in the Ayurvedic College, Mysore, or similar recognised institution and hold a diploma or certificate that he is competent to practise medicine. Provided however that the Taluk Board may relax this rule in the case of uncertificated men who may otherwise have acquired sufficient reputation for good work done in the locality.

3. The institution and its records should be open at all reasonable time to the inspection of the Senior Surgeon, the District Medical Officer and the Presidents and Vice-Presidents of the District and the Taluk Boards concerned.

4. The grantee should maintain such registers and accounts and conform to such rules as may be prescribed by the Taluk Boards from time to time and submit such periodical returns, reports and accounts as may be required by the President of the Taluk Board.

5. The amount of grant-in-aid will be determined in each case with reference to the efficiency of the institution and its requirements.

6. Grants may be given for rents of buildings, supply of medicines and establishments.

7. Applications for grants should be made before the 31st December every year to the Taluk Board concerned which shall be competent to sanction a grant-in-aid not exceeding Rs. 25 per mensem. For amounts exceeding the above, the sanction of the District Board should be obtained.

8. Grants may be reduced or cancelled at any time by the Taluk Board, if the conditions on which they were originally made are violated or are not fulfilled, and if after reasonable notice, not exceeding three months to the recipient of the grant, the defects are not remedied.

9. All institutions in respect of which grants are given should be inspected once at least every year by such officers of the Board as it may nominate for the purpose, an inspection report being submitted by such officers to the Board concerned specifying clearly whether the institutions are maintained in an efficient condition and deserve the grants sanctioned to them.

G. O. No. R. 7528-36—L. B. 19-19-41, dated 30th December 1920.

Minor Municipalities in the Chitaldrug District.

GOVERNMENT REVIEW FOR 1919-20.

Constitution.—The number of Minor Municipal Councils in the district was 9 all of them except that of Molakalmuru having non-official Vice-Presidents.

Meeting and attendance.—The prescribed number of 12 meetings were held in all the Municipalities except in that of Naikanhatti. The average strength of each Municipal Council was 11 with an average attendance of 7·31.

Taxation.—No fresh taxes were imposed nor were any of the existing ones abolished in any of the Municipalities, except in those of Naikanhatti and Mayakonda, where octroi on piece-goods and cart-tax, respectively, were newly introduced during the year.

The incidence of taxation per head of population ranged from Re. 0-6-4 in the Mayakonda Municipality to Re. 0-15-0 in the Holalkere Municipality.

Financial position.—The opening balance at the beginning of the year was Rs. 44,886, the total income and expenditure respectively being Rs. 47,148 and Rs. 30,021 against Rs. 26,308 and Rs. 24,802 of the previous year. The increase under receipts in some of the Municipalities is stated to be due to the sale of building sites and better collection under octroi.

Demand, collection and balance. –The total demand including arrears under all heads during the year was Rs. 46,824 (arrears 8,059, current 38,765). Of this, the collection including a remission of Rs. 2,185 amounted to Rs. 40,005, leaving a balance of Rs. 6,819 (arrears of 3,818, current 3,001). The collection work was fairly satisfactory leaving only a small percentage of 14·56 uncollected.

Public health.—The number of births and deaths recorded in the year was 641 and 383 against 510 and 2,578 for the previous year. It is satisfactory to note that the mortality during the year was low since the public health was good throughout except in the Municipality of Malebennur, where plague prevailed in a mild form.

Water-supply.—It is noted that the management of the Hiriyur water-supply was taken over by the Municipal Council from the Public Works Department during the year. Government have also recently sanctioned the water-supply scheme of Molakalmuru in their Order No. R. 6668-70—Mi. 71-1910-19, dated 4th December 1920. Proposals to supply water to the town of Holalkere by means of pipes referred to in the Deputy Commissioner's review may be sent up to Government early.

Vaccination.—The total number of persons vaccinated during the year was 1,048 against 597 of the previous year, showing good progress in vaccination work. But it is observed that the percentage of successful vaccinations for primary vaccination was only 79·11 against 84·1 of the previous year. The figures for re-vaccination have not been furnished by the three Municipalities of Jagalur, Hosdurga and Holalkere. Compulsory vaccination was in force in only 6 of the Municipalities as the same was introduced into the Municipalities of Mayakonda and Naikanhatti only at the close of the year and has yet to be introduced into the Municipality of Malebennur. Early steps should, therefore, be taken by the Municipal Council of Malebennur to send proposals in this connection for sanction of Government.

Audit of accounts.– It is observed that the Municipalities of Hiriyur and Molakalmuru failed to furnish information on this point though it is reported that half-yearly audit was undertaken by the Local Audit Department of the Comptroller's Office in the other Municipalities. The attention of the first two Municipalities should be drawn to this omission.

General.—It is unsatisfactory to note that the statistics furnished in the Deputy Commissioner's reviews against the several items forming the subjects of this consolidated review, are very meagre and that some of the statements relating thereto have been prepared in a perfunctory manner. The Deputy Commissioner is requested to furnish all the full (statistical and other) particulars in his future reviews by getting the correct information in all the necessary points in time for this scrutiny.

Government are glad to note that the non-official members are reported to have evinced great interest in their work as Municipal Councillors.

G. O. No. R. 8725-8—Ml. 116-20-15, dated 8th February 1921.

Bangalore City Municipality.

Meetings and attendance.—The total number of meetings held during the year was 23 (12 ordinary and 11 special) against 22 in the previous year. The average attendance of members was 18·3 against 18·4 in the previous year for the total strength of 28 members.

Working of committees.—There were in all three Committees working during the year. The Mannaging Committee met 38 times against 32 in the previous year with an average attendance of 5·02. The Municipal Improvement Committee met 32 times with an average attendance of 4·8. It is satisfactory to note that both the Committees continued to do good work during the year. The work done by the Education Committee continues to leave much room for improvement.

Financial position.—The year opened with a cash balance of Rs. 1,12,311. The normal income of the Municipal Council was Rs. 5,68,974 against Rs. 5,03,190, resulting in an increase of Rs. 65,757 chiefly under taxes on buildings and lands and octroi on account of large import of piece-goods and sugar. The total demand including the arrears of previous years amounted to Rs. 11,21,701, out of which Rs. 10,56,399 was collectd and a sum of Rs. 593 was remitted, leaving a balance of Rs. 64,729. The collection under assessed taxes was satisfactory, being Rs. 1,55,172 against Rs. 1,30,924 in the previous year, representing 75·07% of the total demand against 69·8 in the previous year. The balance outstanding at the end of the year was Rs. 51,179 or 24·% of the total demand against 29·7 in the previous year. Prompt steps should be taken to collect the arrears. It is reported that the amount of contributions on account of arrack surcharge fees due to the Municipal Council for the periods noted on the margin have not yet been adjusted. The Excise Commissioner is requested to expedite the adjustment of the outstandings and to make necessary arrangements for timely adjustment of such fees in future.

1. Quarter ended 30th June 1918
2. Do 31st December 1918.
3. Do 31st March 1919.
4. Do 30th June 1919.
5. Do 30th September 1919.
6. Do 30th June 1920.

The normal expenditure was Rs. 3,89,404 against Rs. 3,45,701 the increase of Rs. 43,703 being due to the payment of Grain Compensation and War allowances. The year closed with a cash balance of Rs. 60,287. Government are glad to note that there has been steady improvement in the financial position of the Municipality from year to year.

Incidence of Taxation.—The incidence of taxation per head of population was Rs. 5-3-0 as against Rs. 4-8-6 in the previous year.

Public Works.—The total expenditure incurred during the year by the Municipal Engineering Department was Rs. 1,21,559 out of the allotment of Rs. 1,29,500 against an expenditure of Rs. 1,11,877 out of the allotment of Rs. 1,18,080 in the previous year. The percentage of lapses was 6·1 under the head as against 5·2 in the previous year.

Acquisition Work.—Out of the 83 cases in which acquisition proceedings were completed and awards passed during the year, only four cases were referred to the Civil Court for adjudication. The amount of compensation paid was Rs. 34.303-14-6 and the number of cases pending awards at the close of the year was 68. The number of pending cases continues to be very large and calls for more energetic action on the part of the Chief Officer. He should complete the work on hand before the end of March next as directed in Government Order No. 8490-1—MI. 31-20-45, dated 29th January 1921.

Public Health and Sanitation.—Public health during the year was generally good. The number of births and deaths registered was 3,690 and 3,367 against 3,266 and 5,977, respectively, in the previous year. Vaccination continued to be compulsory during the year. The number of vaccinations performed was only 4,971 against 7,521 in the previous year. Of these, 3,191 cases or 64'% were successful.

Public Instruction.—The number of Municipal schools remained the same as in the previous year, *viz.*, 2 and the number of aided schools was reduced from 7 to 6 on account of the Hindu A.-V. School at Sultanpet having heen taken over under the Government management. The total amount of expenditure incurred under this head was Rs. 7,408 against Rs. 6,778 in the previous year. The number of branch libraries was the same as in the previous year, *viz.*, 5. The total expenditure incurred being Rs. 4,097 against Rs. 1,789 in the previous year.

Municipal Employees' Co-operative Society.—Transactions to the extent of Rs. 8,329-5-1 took place during the year. It is satisfactory to note that the society was able to declare a dividend of 6 per cent against $4\frac{1}{2}$ per cent in the previous year.

Bangalore City Improvements.—The Bangalore City Improvement Committee which was constituted so far back as December 1913 was reconstituted during the year with a Chairman and six members appointed by Government and Vice-Chairman and four Municipal Councillors nominated by the City Municipal Council. Rajasabhabhushana Dewan Bahadur Mr. K. P. Puttanna Chetty, C.I.E., who presided over the old Committee as Chairman since its formation, was appointed as the Chairman of the new Committee with a separate office for himself. The Committee met 9 times during the year. The percentage of attendance was 68.

The comprehensive drainage scheme for the old city and its extensions is under the consideration of Government and early orders will be passed. The scheme for the Industrial suburb has been ordered to be abandoned in Government Order No. R. 4126-31—Ml. 243-16-19, dated 22nd September 1920. No new schemes for the City Improvement were sanctioned during the year, while those sanctioned in the previous year were in progress. The expenditure incurred on the City Improvement Works during the year was Rs. 2,45,407 and the contribution from Government therefor was Rs. 1,16,450.

General.—The work of both the Municipal Council and the City Improvement Committee continued to be satisfactory and the thanks of Government are due to the President and the Chairman and to the members of the respective bodies for the zeal and earnestness with which they have discharged their duties.

G.O. No. R. 9802-10—Ml. 116-20-18, dated 3rd March 1921.

Government loans to public bodies.

Rate of interest raised.

Having regard to the present conditions of the money market and the ruling rate of interest, Government consider that it is necessary to raise the rate of interest charged on the several classes of loans granted by them. So far as loans to Local Bodies are concerned, Government direct that the rate of interest on them be fixed at 7 per cent, ordinary, and 9 per cent, penal, and that, as regards loans already advanced, the penal rate be enhanced from 6 per cent, the present rate, to 9 per cent if defaults have been made in repayment, unless a definite penal rate has been specifically fixed in the agreement itself relating to the loan in question.

G. O. No. R. 11030-41—Ml. 201-20-1, dated 4-4-1921.

MISCELLANEOUS.

Non-Gazetted Officers' Associations.

Government direct that the period of absence of the officers, who are members of the Non-Gazetted Officers' Associations, in connection with their attendance at inaugural and annual meetings of the Central and District Associations, be treated as time spent on duty. The total period of absence should not exceed five days in any one official year.

The journey to and fro must be made at the expense of the officers concerned.

The officers should take the permission of the Head of the Office or of the immediate Official Superior in the case of executive subordinates, before proceeding to attend the meeting. The Heads of offices and the official Superiors will have discretion to decide how many officials they can allow to attend the Conference without inconvenience to public work.

G. O. No. 1560-1717—E. A, G. 502, dated 22nd March 1921.

Archæological Department.

REVIEW ON THE ANNUAL REPORT FOR 1919-20.

The Director made a short tour in the Hassan District, and in North India after attending the Poona Oriental Conference. His Assistant toured under his instructions in the Mysore District. This resulted in the discovery of 69 new records and of some artistic structures not noticed before. The number of villages visited was 94 in all.

Work at Headquarters.—Two sets of copper plates were examined during the year. One of them in the possession of Lakshmisena-bhattaraka-pattacharya of the Singangadde Jain Matha, received through Mr. B. Padmaraja Pandit of Chamrajnagar records a grant to a Jain Basti by the Ganga King Sripurusha and his son Saigotta Sivamara and the other a facsimile of a portion of which together with an incomplete copy, received through the same Pandit records a grant to a Jain Basti at Talkad in 807 by the Rashtrakuta Prince Kamba Deva.

Besides the two monographs on the Kesava temple at Belur and Lakshmidevi temple at Doddagaddavalli, a mongraph on the temple at Halebid is under preparation. The printing of the translations of the Kannada texts of the revised edition of the Sravana Belgola Volume and of the General Index of the Volumes of the Epigraphia Carnatica did not make much progress.

About 40 photographs of views of temples were sold in the Archæological Office and some 40 copies of the Belur and Doddagaddavalle monographs were sold in England.

G. O. No. G. 19385—G. M. 175-20-2, dated 12-4-21.

PART II.

Books, Pamphlets, etc., issued by Government Departments, Mysore.

The Season and Crop Report.

The report for the year 1919-20 has been issued the review on which is published in Part I. We print below a few summary tables for the information of our readers.

Statement showing the Classification of area during 1918-19 and 1919-20.

District	Total area by professional survey	Deduct		Net area available for cultivation	Deduct cultivable waste not in occupancy			Cultivable area under occupancy
		Forest	Other lands not available for cultivation		Dry	Wet	Garden	
1	2	3	4	5	6	7	8	9
Bangalore—								
1918-19	1,679,528	249,622	555,170	874,736	48,860	1,919	444	823,513
1919-20	1,679,475	275,340	533,467	870,668	53,297	1,558	386	815,427
Kolar—								
1918-19	1,815,282	150,016	861,836	803,430	125,122	9,696	2,004	666,608
1919-20	1,815,000	150,016	862,429	802,555	113,647	8,602	1,778	678,528
Tumkur—								
1918-19	2,452,520	158,231	887,529	1,406,760	143,542	4,744	1,801	1,256,673
1919-20	2,456,317	158,619	887,179	1,410,519	140,467	3,752	994	1,265,306
Mysore—								
1918-19	3,088,671	440,465	1,092,026	1,556,180	68,410	4,091	930	1,482,749
1919-20	3,089,312	441,976	1,091,473	1,555,863	69,644	4,354	868	1,480,997
Hassan—								
1918-19	1,606,323	147,669	573,796	884,858	64,410	3,924	8,269	808,255
1919-20	1,600,865	155,597	561,213	884,055	62,401	3,836	7,808	810,010
Shimoga—								
1918-19	2,502,973	593,367	1,033,069	876,537	85,750	29,458	856	760,473
1919-20	2,501,368	461,650	1,147,607	892,111	89,051	31,251	865	770,944
Kadur—								
1918-19	1,712,331	327,092	769,200	616,039	57,396	12,025	545	546,073
1919-20	1,685,029	327,092	742,146	615,791	52,268	11,680	6,449	545,394
Chitaldrug—								
1918-19	2,621,535	242,971	791,254	1,587,310	90,049	1,215	580	1,495,466
1919-20	2,621,538	242,087	791,010	1,588,441	92,216	1,142	569	1,494,514
Provincial Total—								
1918-19	17,479,163	2,309,433	6,563,880	8,605,850	683,539	67,072	15,429	7,839,810
1919-20	17,448,904	2,212,377	6,616,524	8,620,003	672,991	66,175	19,717	7,861,120

Classification of area during 1918-19 and 1919-20.

District	Irrigated during the year								
	Current fallows	Net area cropped during the year	Government channels	Private channels	Tanks (Government)	No. of professional aided private tanks	Area thereunder	No. of private tanks	Area thereunder
	10	11	12	13	14	15	16	17	18
Bangalore—									
1918-19	128,335	695,178	4	..	37,777	(84)	334	(47)	..
1919-20	122,932	692,495	4	..	45,316	(141)	5,302	(48)	52
Kolar—									
1918-19	223,345	443,263	1,579	1,947	44,053	..	373	..	..
1919-20	154,054	524,474	1,547	1,970	64,875	(1,638)	660	..	..
Tumkur—									
1918-19	418,705	837,968	2,374	..	63,999	..	..	..	..
1919-20	342,581	922,725	2,249	125	70,896	(39)	169	(8)	45
Mysore—									
1918-19	145,253	1,337,496	68,093	3,312	29,293	(319)	40	..	..
1919-20	152,034	1,328,963	78,995	..	37,797	(6)	40	..	..
Hassan—									
1918-19	177,737	630,518	14,011	..	87,931	(1)	20	(5)	101
1919-20	181,123	628,887	13,953	..	83,968	(3)	51	(3)	70
Shimoga—									
1918-19	259,164	501,309	6,473	..	162,852	..	..	..	..
1919-20	214,603	556,341	6,662	..	162,615	..	..	..	..
Kadur—									
1918-19	149,007	397,066	8,732	..	35,923	..	..	..	..
1919-20	135,838	409,556	8,732	..	36,233	..	..	..	..
Chitaldrug—									
1918-19	428,851	1,066,615	988	1,500	31,199	..	..	..	..
1919-20	359,548	1,134,966	885	1,500	32,555	..	..	..	..
Provincial Total—									
1918-19	1,930,397	5,909,413	102,254	6,759	493,027	(404)	767	(52)	101
1919-20	1,662,713	6,198,407	113,027	3,595	534,255	(1,827)	6,222	(59)	167

Classification of area during 1918-19 and 1219-20.

District	Crops irrigated							
	Wells	Other sources	Total	Wheat	Other cereals and pulses	Miscellaneous food crops	Miscellaneous non-food crops	Total
	19	20	21	22	23	24	25	26
Bangalore—								
1918-19	11,903	4,015	64,033	..	42,285	8,729	3,836	54,900
1919-20	12,013	11,162	73,849	..	35,166	7,431	5,902	48,499
Kolar—								
1918-19	11,775	1,859	61,586	32	34,675	20,138	6,741	61,586
1919-20	10,993	3,195	83,240	..	58,214	20,099	4,927	83,240
Tumkur—								
1918-19	1,148	4,159	71,680	213	47,702	16,238	7,527	71,680
1919-20	1,149	3,665	78,298	227	65,018	21,723	9,708	96,676
Mysore—								
1918-19	47	6,988	107,773	5	83,984	37,243	7,195	128,427
1919-20	2	7,720	124,554	3	98,665	56,768	2,753	158,189
Hassan—								
1918-19	..	23,165	125,228	..	99,171	18,006	25	117,202
1919-20	..	27,108	125,150	51	101,617	26,815	86	128,569
Shimoga—								
1918-19	1,771	284,489	455,585	1,696	162,032	202,398	89,459	455,585
1919-20	1,771	73,575	244,623	740	218,515	7,648	17,720	244,623
Kadur—								
1918 19	4	73,337	117,996	559	119,593	195	58	120,405
1919-20	4	73,918	118,887	936	120,839	319	77	122,171
Chitaldrug—								
1918-19	23,560	7,907	65,154	446	57,728	6,142	838	65,154
1919-20	24,394	7,844	67,178	541	53,109	11,013	2,515	67,178
Total—								
1918-19	50,208	415,919	1,069,035	2,951	647,170	309,989	115,729	1,074,939
1918-20	50,326	208,187	915,779	2,498	751,143	151,816	43,688	949,145

Area under crops and specification of crops during 1918-19 and 1919-20

District	Food grains and pulses								
	Rice	Wheat	Cholum or jawar	Ragi or marua	Horse gram	Bengal gram pulse	Togari	Other food grains and pulses	Total
1	2	3	4	5	6	7	8	9	10
Bangalore—									
1918-19	35,647	..	1,773	407,378	61,803	7,373	10,155	48,238	578,010
1919-20	49,231	..	1,594	431,878	62,907	478	7,806	35,699	593,880
Kolar—									
1918-19	21,461	32	5,721	245,528	65,237	1,033	5,796	48,110	394,347
1919-20	51,700	..	5,274	265,512	49,776	10,284	6,724	64,308	456,573
Tumkur—									
1918-19	25,915	166	38,327	321,033	178,219	2,569	22,328	106,532	712,332
1919-20	74,505	227	36,025	479,529	154,721	2,531	19,865	60,981	837,722
Mysore—									
1918-19	125,124	15	222,982	474,848	293,184	22,885	20,995	121,211	1,310,658
1919-20	133,882	43	255,125	512,841	287,235	16,797	45,411	119,074	1,383,463
Hassan—									
1918-19	95,588	..	13,047	236,420	91,443	12,144	7,976	15,335	485,922
1919-20	112,281	51	7,382	254,781	63,542	3,029	10,358	27,350	492,443
Shimoga—									
1918-19	215,091	1,696	64,623	84,492	33,972	9,355	2,927	35,032	450,669
1919-20	209,822	740	75,195	114,815	39,103	3,826	11,773	34,976	490,250
Kadur—									
1918-19	97,257	559	26,114	78,702	35,338	4,397	790	7,921	259,298
1919-20	100,877	936	25,085	88,297	18,463	4,752	1,153	21,701	261,264
Chitaldrug—									
1918-19	18,373	1,315	289,029	118,010	124,001	4,672	61,493	243,233	896,165
1919-20	29,509	2,646	269,613	155,754	140,045	9,744	40,438	247,376	940,413
Total—									
1918-19	634,456	3,783	661,616	1,966,411	883,197	64,428	132,460	625,612	5,087,401
1919-20	761,807	4,643	675,293	2,303,407	815,792	51,441	143,528	611,465	5,456,008

Ancient Monuments in the State.

GENERAL INSTRUCTIONS.

The chief aim of officers entrusted with the care of Ancient Monuments in the State should be to preserve and perpetuate authentic specimens of the monumental antiquities of the country rather than to rebuild or renew them. It may therefore, be laid down, as the guiding principle that, as funds for such work will necessarily be limited, they should be economised in such a way as to preserve, as far as practicable, as many of the most important ancient works as possible. To attain this end *preservation* should be primarily aimed at and *repair* attempted only in cases where its advisability is undoubted and where special funds can be provided for the purpose. Even in executing repairs the ruling principle should be the most scrupulous piety towards the ancient fabric in all its parts. No one should try to overlay any new feature on the monument either in addition to what already exists or in imitation of what the original is thought to have been. In most temples of the State, especially in those which belong to the Hoysala style and which are profusely embellished with delicate sculptural decoration, faithful reproduction of old work is well nigh impossible for various reasons, and even if it were thought possible it is very desirable, in the interests of ancient art, that the attempt should be made, if at all, only in very rare and exceptional cases. As a general rule, however, no attempt at restoration should be thought of in the case of ancient monuments. The little that has been done in this direction by the Public Works Department to some monuments in the State has only tended to mar their beauty. No effort should be spared to save as many parts of the original as possible while repairing a monument since it is to the authenticity of the old parts that practically all the interest attaching to the new will owe itself.

2. *Estimates.*---Whenever any monument needs repairs, the Director of Archæology should be consulted first as to what exactly is required to be done, and the estimate should be prepared and submitted in accordance with his instructions. Care should be taken that nothing is subsequently added to or omitted from it without consulting him.

3. *Supervision.*—The peculiar and delicate treatment which the work on ancient structures demands calls for the full personal attention of the Executive Officer in charge as it is, as a rule, beyond the ability and intelligence of the lower subordinates to whom the work is, too often, relegated.

4. *Vegetation.*—One of the principal factors in causing the ruin of brick and stone buildings is the growth of vegetation in the joints and the only way of dealing with this evil is constantly to eradicate the plants before they have any chance of becoming firmly rooted. A mixture called "Scrub Eradicator" manufactured by Messrs. Fleming & Co., of Bombay has been recommended by the Government of India for removal and prevention of weeds. It is stated that it can be applied with safety to any building material, whether marble, sandstone or mortar. The mixture has been used in several parts of the Bombay Presidency with varying degrees of success. Another mixture called "Atlas Fluid" supplied by Messrs. Croft Modi & Co., Bombay, has also been tried in some places and found useful. A mixture of Sulphuric Acid and Nitric Acid has been used successfully in some places for destroying tree stumps. Unslaked lime also is used on and round the stumps of trees to prevent growth.

5. *Masonry.*—It is generally not desirable to demolish or remove, in whole or in part, any stone or brick-work which it is at all possible to repair *in situ*.

In the case of temples portions of which have fallen down it is of the utmost importance not to disturb the fallen stones from their position until the Archæological Officer inspects the spot, as, in case it is considered desirable to reconstruct the temple, he will be able to know from the position of a stone on the ground the part and the face of the building from which it has fallen, and this will save a good deal of trouble and confusion in sorting the material for rebuilding afterwards.

When dismantling masonry, previous to rebuilding, it may be necessary to mark or number the old stone so as, the more readily, to replace them in their original positions. In doing this care should be taken not to use oil paint or other pigment or stain which will be difficult to remove again. It is better to put the number on the sides or back of the stone rather than upon the face. In any case all marks should be removed on completion of the work.

All the new stone used should approximately be of the same size as the old ones in the building and should be matched in colour with the surfaces adjoining the newly built portion, the aim of the restorer being to preserve the existing appearance of the ruins and to prevent the obtrusion of any sign of new work. In some cases where the old stone work has weathered to a darker tint it may be necessary to use artificial means for staining the new surface.

Should it be necessary, at any time, to replace any architectural detail which has disappeared, examination shall be made of any similar features in another part of the building itself or on one of similar style in the neighbourhood. In restoration of this kind the Archæological Department should invariably be consulted.

When any feature of a building is too far decayed to be restored, the spot which it occupied should not be plastered over. However small the fragment that remains may be, it ought not to be obliterated.

In repairing brick-work, bricks of the same size as the original ones should be used. Mortar joints, also, should be of the same thickness as those in the old work.

While using plaster for purposes of repairing old work, a dark coloured plaster instead of a raw white one, should be used so as to match, as nearly as possible, the old discoloured work. The following mixture is said to have been used successfully at *Dhar* in Central India.

Kankar Lime	25	seers.
Cement	2½	,,
Black slag from brick kilns roughly ground...	7½	,,
Black coloring matter extracted from the cooked fruit of the wild pomegranate ...	4	Chitaks.
Black jaggory	1	seer.
Hemp	1¼	,,

The portions newly constructed in stone may be artificially stained to prevent unpleasant contrasts in colour between the old and new works. One other method suggested is to stain the new stone face with liquid cement in which powdered stone of the kind used in the old masonry is mixed.

6. *Weather stains.*—Weather stains, upon the outside of the building should not ordinarily be removed, but white lichens, or other small growths of that kind should, if practicable, be cleaned away where they obscure delicate carvings beneath them. But care should be taken that the remedy adopted is not worse than the defect by leaving unsightly marks of the cleaning.

7. *Carvings, Images, etc.*—Questions of repairs of delicate carvings on a building must invariably be decided by the Archæological Officer. Every

scrap of ancient work that is lying in the *debris* on old sites should be restored, if possible, to its former place, care of course, being taken to ensure the restoration being correct.

An image that has fallen should never be replaced on a pedestal or in a niche unless it is absolutely certain that it was originally set there. Considerable confusion may be caused by the indiscriminate re-erection of image in the wrong places. No new images should ever be provided and the spaces occupied by them should be left blank. Broken images should not be mended with new limbs or other parts, but old portions, if existing, may be pieced together as far as is practicable.

8. *Completion of work.*—Immediately after the completion of repairs to any monument, the building and its surroundings should be cleaned and tidied up. No mortar wheels, mortar heaps, brick-bats, and the like should be left behind.

9. *The bane of Lime-white.*—The worst enemy to contend with in the case of almost all institutions is the whitewash. In their religious fervour, the custodians and devotees of temples, whitewash not only the plastered walls but also walls built in stone, doors, jambs, lintels, friezes and even the fine sculptures and images on them. This practice has been in vogue from time immemorial so that delicately patterned arabesques often lie buried wholly under innumerable layers of lime-white, their existence being only detected by the bumps formed on the plastered surface. The Executive Officers should strictly forbid such an indiscriminate use of chunam hereafter especially on sculptures and inscriptions. Wherever it is possible without injuring the carving beneath it, the whitewash may be ordered to be scraped off; but otherwise it may be allowed gradually to disappear and wear away. If it is contemplated to remove any from an old surface it may be done by brushing with native soap and water or light sponging in the case of the painted and delicate surfaces; but if it will not yield to this treatment, a weak solution of Nitric Acid, or in cases where the actions of Nitric Acid may be injurious, of Acetic Acid may be used, followed by a thorough washing down with water in which a little carbonate of soda has been dissolved. It has been found that Kerosine Oil is effective in removing whitewash off tile work.

10. *Excavations.*—Excavations should only be reserved for the Archæological Officer to do, as there are many interesting points claiming expert attention during an excavation, other than the mere digging for relics.

11. *Blasting near Monuments.*—Old structures will be more or less in a disintegrated condition and any slight concussion might bring down the whole structure. The Executive Officers should therefore take care that blasting in the neighbourhood of any monument is not allowed.

Valuable inscriptions are found throughout the Province carved on immovable rocks. Proper measures should be taken to preserve them in good condition and any attempt to either blast such rocks or destroy the inscription should be severely punished by the Executive Officers.

12. *Profane use of Monuments.*—It must be clearly understood that the occupation of Archæological buildings for residential and other purposes cannot be justified. Archæological buildings are objects of art and should be cherished as such and must on no account be put to profane use even temporarily. It is, therefore, exceedingly desirable that all Executive Officers should look upon the monuments in their charge with *aesthetic* and not *utilitarian* feeling and should not permit their occupation by persons even temporarily or render their surroundings inartistic or unclean by allowing huts to be raised in their compounds.

The Mysore Excise Manual.

The second edition of this manual, corrected up to 30th June 1920 has been issued in two volumes, the first dealing with the rules and regulations and the second containing the appendices. The standing orders of Government and the notifications issued by them on various matters appear in a codified form in this manual and to facilitate reference to original orders in matters of doubt, they are indicated in the margin of the paragraphs concerned.

PART III.—Extracts.

EDUCATION.

Public Instruction in Bengal.

REPORT FOR 1919-20.

Institutions, both public and private, increased from 51,701 to 52,879 or by 1,178; while pupils attending these institutions increased from 1,931,535 to 1,953,909 or by 22,374. The increase of 1,178 institutions is the net result of a loss of 219 in the number of private institutions as against a gain of 1,397 in that of public institutions. Public institutions increased from 49,223 to 50,620; while private institutions decreased from 2,478 to 2,259. The number of pupils in public institutions increased from 1,862,326 to 1,886,599 or by 24 273; and that of pupils in private institutions decreased from 69,209 to 67,310 or by 1,899. The decrease was due to adverse economic conditions, the devastation caused by the Eastern Bengal cyclone and the prevalence of epidemic diseases. Of the total number of pupils in all classes of schools 1,611,175 were males and 342,734 females, as compared with 1,605,646 and 3,25,889, respectively in the preceding year.

The return of public institutions on the 31st March 1920 included 50 arts and professional colleges, 903 high schools, 1,897 middle schools, 46,243 primary and 1,527 special schools. The corresponding figures for the previous year were 53,847; 1,966; 44,925 and 1,432, respectively. Classified according to management, 399 of these institutions were under the direct management of Government, and 3,018 under that of district boards and municipalities; while 39,989 institutions were aided and 7,214 unaided. The corresponding figures for the preceding year were 412,2,976,38,671 and 7,164, respectively.

The total expenditure on public instruction increased during the year under report from Rs. 2,77,57,635 to Rs. 3,01,92,891 or by Rs. 24,35,256. Of this amount Rs. 2,05,22,304 represent direct and Rs. 96,70,587 indirect expenditure, as compared with Rs. 1,94,27,078 and Rs. 83,30,557, respectively, in the previous year. Of the total expenditure Rs. 1,00,05,332 came from Provincial revenues; District and Municipal funds contributed Rs. 13,38,693 and Rs. 2,06,030, respectively; while the contributions from fees and other private sources amounted, respectively, to Rs. 1,31,58,444 and Rs. 54,84,392. The corresponding figures for the previous year were Rs. 86,27,261, Rs. 13,36,207; Rs. 1,94,703; Rs. 1,26,64,883 and Rs. 49,34,581, respectively.

It will be seen from the figures quoted above that there was an all-round increase of expenditure during the year under review, the most marked

These measures have scarcely touched even the fringe of the problem. In the first place the terms sanctioned for English and vernacular teachers were settled years ago, and with reference to economic conditions which were quite different from those which now obtain. This difficulty has, however, been recognised and is being dealt with. A far more serious consideration is involved in the prospect—by no means a remote one—that the whole secondary school system of the Presidency is approaching the point of break down. The system has been built up on an absolutely unsound financial basis. A general reorganization of pay is taking place. It is not likely that the school-teacher in private schools will continue indefinitely to work under his present conditions. But without large additional funds the Education Department can do nothing.

In the sphere of secondary education the position is almost as difficult as it is in the University grade. The Calcutta University Commission recommended the separation from the University curriculum of what is now covered by the first two years of the present University course, the constitution of a new authority to control secondary and intermediate education and the establishment of a system of intermediate colleges some of which were to contain the high school classes. The adoption of this vital reform was announced in the Government of India resolution, but nothing can be done without an Act. Much additional expenditure is also involved. In these circumstances a general suspension of effort and a wide-spread feeling of that strain and despondency which always accompany periods of doubt are the prevailing features of the situation. Meanwhile the number of hopelessly inefficient high schools grows apace and the whole position becomes daily more disastrously baffling.

The number of high schools is increasing fast. In 1918-19, their number was 812; in 1919-20, it rose to 869. Thus the number of high schools increased by 57 or 7 per cent, in the course of a year. As was observed in the previous report the rise in the number of pupils in high schools has not been proportionate to the increase in the number of institutions. The number of pupils during the year 1919-20 rose from 239,476 to 933,499 only.

Sanction was accorded during the year under report to the permanent retention of manual instruction classes in 21—9 Government and 12 aided schools. This work is encouraging and should be extended; but this requires funds.

Primary Education.

The number of primary schools for Indian boys increased from 34,271 to 34,856 *i.e.*, by 585. Of these, 3,131, were returned as under primary and 31,725 as lower primary schools. The corresponding figures for the previous year were 3,138 and 31,133, respectively. A comparison of the two years' figures reveals that upper primary schools decreased by 7, while lower primary schools increased by 592.

The number of pupils attending primary schools for Indian boys on the 31st March 1920 was 1,151,988 as against 1,144,383 returned on the same date of the preceding year; these figures show an increase of 7,605 puplis. Of the total number of pupils, 146,580 were in upper primary and 1,005,408 in lower primary schools, The corresponding figures for the previous year were 148,914 and 995,469, respectively. On a comparison of these figures it is noticed that the number of pupils attending upper primary schools decreased by 2,334, while pupils attending lower primary schools increased by 9,939. The decrease in the number of pupils in upper primary schools was shared by the Burdwan, Presidency, Dacca and Chittagong Divisions. The increase in the number of pupils in the lower primary schools was shared

increases being under the heads "Provincial Revenues" and "Fees." The increase of expenditure under the two heads just referred to points unmistakably to the conclusion that the demand for education has been growing steadily despite adverse conditions.

The year under review has been an important one from the point of view of higher education. It witnessed the report of the Calcutta University Commission in which the Commission suggested reforms of far-reaching consequence in almost all branches of education. The passing of the Dacca University Act has been the first instalment of these reforms.

COLLEGIATE EDUCATION.

Arts Colleges.

16. On the 31st March 1920 there were 36 arts colleges in Bengal (including 3 women's colleges). The number of students in these colleges was 21,557 against 20,780 returned for the preceding year. The expenditure on these colleges increased from Rs. 21,07,604 to Rs. 23,24,083. Eight colleges were under Government management and one was under Municipal management, while 13 were aided and 14 unaided. During the year under review the average cost of a college was Rs. 64,558 and that of educating a student Rs. 107-12-2. The cost of each student to Provincial revenues works out at Rs. 36-5-7.

SECONDARY EDUCATION.

During the year under review there was a decrease of 19 schools in the total number of secondary schools for Indian boys. The high schools increased from 812 to 869 or by 57, while middle schools decreased from 1,896 to 1,820 or by 76. The decrease of 43 in the number of middle English schools was due mainly to the raising of these institutions to the high school status. The fall of 33 in the number of middle vernacular schools has been due to the ever-growing unpopularity of purely vernacular education. The curriculum for middle vernacular schools is said to be heavier than that of middle English schools, and their worst feature is that they do not lead to any suitable career. The general decline in the number of pupils is attributed partly to the prevailing economic distress and partly to the effects of the cyclone which destroyed many school buildings in some of the eastern districts.

The total expenditure on secondary schools for Indian boys was Rs. 85,83,876. Towards this amount public funds contributed Rs. 11,19,319 and private sources Rs. 74,64,557. A comparison with the corresponding figures for 1918-19 shows an increase in expenditure of Rs. 1,53,383 from public funds and of Rs. 3,87,663 from private sources. High schools cost Rs. 64,21,438, middle English schools Rs. 20,02,663 and middle vernacular schools Rs. 1,59,805. The corresponding figures for the previous year were Rs. 58,69,488, Rs. 19,95,716 and Rs. 1,77,627, respectively. The increase in expenditure was chiefly confined to high English schools.

The year under review witnessed the fruition of the scheme for the improvement of secondary education which had been, for some time past, under the consideration of Government. All headmasters of Government high schools now hold posts in the Provincial Educational Service, while the other teachers in these schools have been classified into (*i*) English teachers, and (*ii*) vernacular teachers. The grant-in-aid allotments at the disposal of Divisional Inspectors were also increased to enable them to give increased grants to high and middle English schools.

by the three eastern divisions, the largest increase being in the Chittagong Division. The loss of pupils is attributed to the increased cost of living and the high rate of mortality due to influenza and other diseases. The figures quoted above refer to primary schools only, and do not take into account the pupils reading in primary classes of secondary schools. The number of such pupils was 175,156. The total number, therefore, of pupils in the primary stages of instruction during the year was 1,327,144. The figure for the preceding year was 1,324,030, of whom 179,647 were in secondary schools and 1,144,383 in primary schools. These figures show an increase of 3,114 in the total number of pupils in the primary stages of instruction in secondary and primary schools for Indian boys taken together.

Of the total number of pupils in primary schools for Indian boys, 532,104 were Hindus and 598,507 were Muhammadans. The corresponding figures for the preceding year were 539,164 and 584,917, respectively. Thus the number of Hindu pupils fell by 7,060. or by 1·3 per cent, and of Muhammadan pupils increased by 13,590, or by 2·34 per cent.

The total direct expenditure on primary schools increased during the year under review from Rs. 40,24,826 to Rs. 41,55,666. Of this amount Rs. 20,31,479 or 48·9 per cent, came from public funds and Rs. 21,24,187 or 51·1 per cent from private sources. In the year preceding public funds contributed 49·4 per cent and other sources 50·6 per cent of the total expenditure. About one-half of the entire cost of primary education for Indian boys is now met from public funds.

In terms of the Primary Education Act, which was passed in February 1919, the municipalities in Bengal were called upon to submit to Government certain statistics and estimates for the extension of primary education in their respective areas, and the subordinate inspecting staff was advised to help the municipalities in the preparation of the statistics. Nothing practical has as yet evolved, except from the municipalities of Darjeeling and Kurseong. The municipalities hesitate to commit themselves to any additional expenditure. Since the period under review closed, an officer of the Indian Educational Service has been placed on special duty to work out a practical programme of expansion and improvement.

The condition of primary education in Bengal continues to be bad, and the outlook is depressing. The worst feature is the fact that the primary school teacher does not get a living wage. Hence a not inconsiderable number of the primary schools are mere make-believes. Children are collected in them to be seen by the inspecting officers of the Education Department, but ordinarily the teachers devote the bulk of their time to supplementary or more lucrative avocations. Then the facilities for training primary school teachers are inadequate, while many of the older schools, especially those in Western Bengal, are hopelessly inefficient. The malaria which rages for certain months in the year in certain parts of the Presidency is another serious obstacle in the path of progress. A great deal more money is, of course, needed. Indeed, even the rudiments of what might be called with any show of reason a primary school system can scarcely be said to exist. But something could undoubtedly be done by organisation. In some areas the slender resources of the local Education authority are frittered away over considerable number of inefficient and unnecessary schools, resources, which if they were concentrated, might go to maintain an adequate number of reasonably efficient institutions. It is hoped that the officer to whom reference has been made in the paragraph above will help the local Education authorities to organise their resources.

EDUCATION OF INDIAN GIRLS AND WOMEN.

The number of public institutions of all classes for Indian girls on the 31st March 1920 increased to 11,543 against 10,811 returned on the corresponding date of the previous year. Of these, 3 were arts colleges, 2 training colleges, 13 high schools, 54 middle schools, 11,366 primary schools, 10 training schools and 95 other special schools. The corresponding figures for the preceding year were 3, 2, 13, 48, 10,636, 9 and 100, respectively.

The number of pupils, including girls reading in mixed schools, increased from 307,773 to 323,992, or by 16,219. Of this number, 149,088 were Hindus, 166,843 were Muhammadans and 8,061 belonged to other communities. It will be noticed that while the number of Hindu girls increased by 229 only, that of Muhammadan girls increased by 15,759.

No further addition was made to the female inspecting agency during the year under review. The female inspecting staff consisted, as in the previous year, of 2 Inspectress and 12 Assistant Inspectresses. One more Assistant Inspectress of Schools for Eastern Bengal, with headquarters at Chittagong, is urgently required.

Of the 13 high schools for Indian girls, 4 were under Government management and 9 aided. They had 2,575 scholars on the rolls against 2,356. A course of lectures in first aid and hygiene was given to the senior pupils of the Eden High School, Decca, by a specially appointed hygiene lecturer. Lessons on first aid and infant-rearing were also started in the Vidyamayee High School, Mymensingh. Miss Brock, Inspectress of Schools, Presidency and Burdwan Divisions, alludes in her report to the utter lack of teachers in high English and higher secondary schools for teaching such subjects as science, domestic science, sanitation, physical education and art work. In the matter of domestic science, Government was addressed during the year with a view to the provision of two State scholarships, to enable two Indian ladies to be sent to the Gloucester School of Domestic Science to undergo a course of training, the idea being that these teachers should, on their return, be occupied with the training of teachers in this subject. As regards physical culture, Miss Brock says that in several high schools there is not even a central hall where the girls can take exercise. The Mission schools are said to be far better off in this respect. Conveyance difficulties in high schools are becoming more acute owing to the increased cost involved.

There were 54 middle schools in the Presidency, of which 27 were middle English schools and the remainder middle vernacular. Of the total number of middle schools for girls, 5 were under public management and 49 were aided. The schools were attended by 6,463 pupils against 5,475 in the previous year. Dealing with the future development of middle schools, Miss Brock remarks that these schools should be made strictly *purdah* with trained Hindu female teachers. It was decided to start a central *purdah-nashin* school at Calcutta, to provide instruction for orthodox Hindu girls in accordance with a distinct syllabus of its own. For this purpose the Binapani Girls' School—an aided institution—has been converted into a *purdah-nashin* school and removed to more spacious premises.

The number of primary schools for the education of Indian girls stood at 11,366. The total direct expenditure on these schools amounted to Rs. 722,312. Of 256,915 pupils attending them on the 31st March 1920, 110,546 were Hindus and 142,152 Muhammadans. The numbers of Muhammadan and Hindu pupils reading in primary schools are reported to have increased by 15,516 and 1,611, respectively, during the year under report. The increase in the number of Muhammadan pupils is largely attributed to the attractive nature of the *maktab* curriculum, which includes the teaching

of the *koran* and the rituals of Islam. No new grant was received from the Imperial Government during the year under review. A large part of the allotments available from the Imperial assignments of Rs. 9,00,000 and Rs. 5,50,000 was utilised on specific objects, among which the following are worth mentioning :—

(*a*) Increase of the pay of whole-time teachers working in aided primary schools by Rs. 2 a month.

(*b*) Increase in the grant-in-aid allotment at the disposal of each Inspectress of Schools by Rs. 17,000 per annum for giving new and enhanced grants to deserving primary schools.

(*c*) Extension of panchayati union schools for girls. Funds were allotted during the year for the construction of 30 such schools in the province.

(*d*) Charges on account of two Assistant Inspectresses of Schools in East Bengal, who were appointed in the year before.

(*e*) Establishment of a class in Calcutta for the training of Moslem women teachers.

(*f*) Education of the daughters of indigenous midwives, the special features of which were described in previous reports,

(*g*) Provision of buildings for model primary schools for girls. Money was allotted for the Bankura Model Girls' School during the year under review.

The number of training institutions for teachers of primary schools for girls was 10. Of this number, 3 are managed by Government, and the remaining schools are aided institutions. During the year under review a training class was started in connection with the Brahmo Girls' High School in Calcutta ; the Government training class for Moslem women teachers also came into being: the Ballyganj training class was developed further by increase in the number of stipends and accommodation. Additions were also made to the teaching staff. It is hoped that these measures will tend to increase the annual outturn of trained teachers. In Western Bengal 14 girls passed the Senior Vernacular Teachership Examination and 35 the Junior Examination. At the Teachers' Examination of the Eden High School 13 girls passed.

There were in the Presidency 30 industrial and technical schools for girls and women against 29 returned in the previous year ; they had on the rolls 840 pupils against 820 in the year before. With few exceptions all these institutions are said to be doing well.

During the year under review the education of girls and women has undoubtedly advanced. The main condition of further progress is women teachers. The difficulty of securing such teachers need not be reiterated, but the training facilities are inadequate, especially in Eastern Bengal. Epidemic diseases and the cyclone were retarding causes and the war has seriously crippled the resources of the Missions. Social and domestic prejudices are still factors in the situation, but speaking generally the demand especially for secondary education exceeds the supply. With more funds a further advance could undoubtedly be made, especially in Calcutta and in the district headquarters of Eastern Bengal.

Public Instruction in Burma.

Review on the Report for 1919-20.

The general policy of the Educational Department in the year under review continued on the lines laid down in the Resolution on the Report for

the year 1918-19. The object of that policy is improved organization rather than wasteful expansion. It was fully realized when this policy was adopted that the result would be a temporary decrease in the number of registered schools and consequently of the number of pupils coming directly under the control and supervision of the department. But as long as this decrease meant nothing more than that a number of the less efficient schools ceased to receive aid from Government and that the funds thus saved were diverted to the more deserving schools, the chief end of Government's policy was being achieved—a general advance in the standard of education throughout the Province.

Primary education is now, and has been for the past four years, under the supervision of Divisional School Boards. These Boards, consisting largely of non-officials, have accepted the policy of progressive improvement in the standard of education as the main feature of their administrative efforts. While recognizing that facilities for primary education of the best possible kind must be provided as widely as funds permit, they have adopted measures which in a large number of places have resulted in a reduction in the number of aided schools and have concentrated expenditure on those schools which are able to supply the best kind of primary education. That these Boards possess a large measure of independence is apparent from the differences that exist among them in their attitude towards monastic and lay schools, and towards the revision of the system of finance and control of vernacular schools. The decrease in numbers that has taken place amongst recognized Vernacular Primary schools, from 8,447 to 7,589 and among pupils from 319,665 to 309,061 is a further indication that Divisional SchoolBoards are not mere puppets, but are prepared to exercise their powers, by withdrawing recognition from undeserving schools and by improving conditions generally in those schools which particularly deserve assistance. This decrease in numbers is moreover not a decrease in the actual number of children attending school but a decrease in the number of children attending aided schools. For the decrease must be discounted by the increase of over 3,000 in the number of pupils in Anglo-Vernacular Primary schools, while in unrecognized institutions the number of pupils has risen by 7,000. The recorded falling off in the numbers attending school is thus infinitesimal and is of small account compared with the progress made in promoting efficiency and securing an organised system of education. It has also to be remembered that too much trust cannot be placed on the figures from unrecognized schools. The numbers in them have certainly been underestimated. The collection of statistics is spread over the whole period of the year and many schools do not furnish correct details, or, if correct at the time of inspection, they may not be correct for the year as a whole. But whether these figures are to be accepted as correct or not, the advance made by Divisional School Boards in such matters as the conversion of the old results grants into salary grants, and in the reform, long overdue, of providing teachers with more adequate salaries affords good grounds for hoping that when District School Boards are created they will exercise their responsibilities in the same enlightened fashion as have Divisional School Boards. Vernacular education will be largely entrusted to these District School Boards appointed under the provisions of the Rural Self-Government Bill, and as these Boards will be financed from funds allocated to them, the expansion of education *pari passu* with its improvement will depend upon the good administration and ability with which they carry out the duties entrusted to them.

In spite of all the reforms that have been instituted within the past few years, it is still a matter of regret that many of the recognized schools have

a very inadequate staff, and it has been widely recognized not only by the Educational authorities but also by the Divisional Boards, that the main direction in which early improvement is most necessary is the improvement in the pay of the teachers. For, unless teachers can live in reasonable comfort, and with some prospect of security of position and regular promotion, the imparting of good education to their pupils becomes impossible. It was with this end in view that the Tenasserim Divisional Board a year or two ago introduced the system, to which reference has been made, of changing the old results grant system to one whereby salary grants were made to recognized schools. This change has met with a certain amount of criticism largely because its application has been misunderstood. A common complaint has been that the schools hitherto enjoying results grants have not received them at the end of the year for which they were due. This is a mistaken conception of what has happened. In every case in which results grants were paid the Divisional School Boards have, instead of paying a lump sum at the end of the year, spread the payment of these results grants throughout the following year and have added to the amount of that grant sufficient to provide salaries on a fixed and reasonable scale to all teachers employed in schools subject to their supervision. All the Boards which have introduced this scheme have made it widely known that should a School Manager at any time desire to close his school he will receive as a bonus the amount of the results grant that is due to him for the period between the end of the previous school year and the date at which he closes his school. The advantages of this system are almost too obvious to require explanation. They have improved the status of the school teacher, they have made him independent of the School Manager, and they have ensured him the receipt of his pay at fixed intervals; whereas, previously he was entirely dependent on the School Manager for the receipt of any pay at all, and was further compelled to accept such pay as the School Manager might be prepared to give him. While the Local Government has welcomed these changes, the Lieutenant-Governor has no desire to conceal the fact that they have been made on the initiative of Divisional School Boards, of which all, but one, have adopted this revision of the method of paying grants. That it has been welcomed by the teachers is plainly evident from the extract from the report of the Inspector of Schools, Tenasserim Circle, which forms an Appendix to the Report. In it the Inspector points out that the money spent on education in each district and municipal area was larger, in some cases much larger, than before; and secondly, that the total amount received in salaries by any school under the new scheme was never less, and in many cases was distinctly more, than it would have received had the usual half salary and results grants been paid. This much-needed reform affords strong proof of the interest taken by the more enlightened sections of the community in educato nal matters. His Honour hopes that the broader question of the conversion of aided schools into Board Schools, or of the continuance of the system of subsidizing private schools will be approached by the District Councils and School Boards of the future with the same provision and breadth of view which has led the Divisional Boards to adopt a re-organized system of paying teachers' salaries on as high a basis as funds allow.

No less than in primary education was improvement of method and of system sought after in secondary education. In this branch an increase in numbers has happily to be recorded. Collegiate students increased from 800 to 852, and pupils in Secondary schools from 25,802 to 27,212. In Anglo-Vernacular education continued progress was made both in respect of changes in the curricula and as already noted in the improvement of the

status of teachers. Special attention was directed to the teaching of English and an attempt was made to promote the study of history in Secondary schools. Advisory Boards were instituted in connection with the Anglo-Vernacular High School examination and with the European High School examination. The constitution of the Text-Book Committee was revised, and the schemes of examination have been modified in accordance with the changes made in the curricula. During the year the new educational rules and the new Grant-in-aid Code have done much to consolidate the system of school organization. But perhaps the most important reform effected during the year was that which laid down the scale of pay of Assistant Masters in Government Schools and the fixation of a minimum scale of salary for teachers as a condition which schools applying for recognition are required to accept. In addition a Provident Fund for teachers has been instituted, and although some Managers may experience difficulty in contributing to this fund, His Honour trusts that the benefits to be derived from the existence of such a fund will make for that improvement of status on which a supply of competent teachers is dependent.

The main lines along which in His Honour's opinion future progress in Anglo-Vernacular education should be directed are improvement of instruction in English and the shortening of the school courses for boys who are above the average in ability and application. The present system with its long yearly courses forces the more advanced pupils to keep to the pace of the less diligent and intelligent. It was largely in order to throw further light on immediate requirements in this direction and with a view to consulting those interested in those reforms which admittedly are necessary that the Lieutenant-Governor decided to convene a conference on which all sections of the community might be represented, and through which those most capable of making suggestions for the expansion and improvement of Anglo-Vernacular education might concert towards the attainment of these most desirable ends.

Among other points of interest are the re-organization of the Indian Educational Service, and the revision of the grades in the Subordinate Educational Service, which has afforded relief to the officers in both these services. The case of the Provincial Educational Service is still under consideration. The return of most of the officers who had been on Military duty and the constitution of the new Inspectors' circles, which give an inspector to each Civil Division, effected an improvement in the work of inspection. But the province still suffers from a lack of inspectresses and Assistant Inspectresses. Until this deficiency is repaired the education of girls cannot be put on a satisfactory basis. The number of girls under instruction, like the number of boys, showed a decrease in Vernacular Primary schools and an increase in other schools and colleges. The demand for trained women teachers is as urgent as that for men. The opening of one new Training School for Women during the year is a step in the desired direction. A new departure was made in the appointment of a Chief Scout Master to encourage the Boy Scout Movement in Burma. The experiment will be watched with interest; if conducted on the right lines it should be of great value in training the youth of the nation in self-reliance, service and discipline.

The educational policy of Government has during the year covered by the Report, and even more in the subsequent months, been subject to much criticism. This attitude of suspicion and distrust culminated in December in the decision on the part of the students of the Colleges to boycott the newly constituted University of Rangoon. The pupils in some of the schools both in Rangoon and elsewhere joined these strikers who began an agitation in

support of a scheme for National Education. The views of the Local Government on the objections raised by the students to the constitution of the University have been stated on several occasions and the Lieutenant-Governor has endeavoured to focus attention upon the dangers as well as the disabilties that are bound to arise from the divorcing of any system of education from central supervision and control. He has also emphasized the fact that it is Government's desire, just as much as it is alleged to be the aim of those who are engaged in boycotting Government institutions, to improve and accelerate educational progress and to produce a larger outturn of well educated young men than has been achieved in the past. Two aspects of the present consitution those who have sought to decry the educational policy of Government have not perhaps sufficiently realized. New ventures which are conceived in a spirit of opposition, which do not fill a present want and which have no guarantees of stability of finance or of quality, are doomed to a failure which can only produce great disappointment amongst all those who have spported them in the genuine belief that they are doing something to benefit their country. And that failure is bound to affect prejudicially pupils who have been removed from those disciplinary influences which are of such vital importance to the growth of character. Such differences of opinion as have arisen are either due to misapprehensions of what is proposed or to disputes regarding methods. His Honour holds that it would be doing a great disservice to the common objective of both the Government and the people if merely to allay such doubts and differences of opinion as have been found to exist, a system of education, which every one admits requires improvement and which has done much to produce stagnation, were to be continued simply because a certain degree of opposition had been developed against the methods by which the requirements should be achieved. And much less would it, in His Honour's opinion, be feasible to accept theories as to new methods of training which, though possessing a certain superficial attraction, experience has proved the world over would not make for educational progress. His Honour trusts that once it is realized that Government is just as much in earnest about improving the educational system as Government's critics themselves can be, a conjoint effort may be made by all sections to assist, either by offering their services on public bodies or by giving contributions towards education which may be utilized towards supplementing existing facilities, filling up gaps in the school system providing scholarships and helping to improve the pay of teachers. It is only by such efforts that any system of education can be found on a solid basis. The existing schools would develop more quickly if the public were to make donations and give subscriptions towards them, and such new schools as the public itself may wish to establish may be expected to expand more rapidly if they do not despise the ordinary aid which Government is always prepared to give to honestly conducted and well managed istitutions. The second aspect of the present situation to which His Honour would desire to invite the attention of all those most deeply interested in the improvement and expansion of the educational system of Burma is that, if education is to be of any value in the life of a people, it cannot be a thing of threads and patches. Policy must be directed towards the evolution of a complete system, which should lead without a break from the lowest class of the Primary school to the most advanced of the University courses. But a system such as this cannot be evolved without capable and qualified teachers, and a strong efficient class of teachers cannot be brought into existence by a mere stroke of the pen but only after it has been slowly developed in the Normal schools and in the University. A perusal of the Report makes it obvious that what is lacking in the Burma educational system is that

the teachers should be provided with a training which will enable them to rise above the standards hitherto regarded as adequate. The revision of courses at the Normal Schools to which attention has been directed are means to this end, and the courses of training laid down for students attending the University of Rangoon were primarily intended to provide the youth of Burma with the opportunity of building their educational system upon the solid foundation of a supply of school teachers who possess a wide knowledge of the subjects which they have to teach and have had a thorough training in modern methods of education. Only by their influence slowly permeating the schools and colleges of the province can there, in the long run, be established a coherent system of true national education, dependent on a centralised control and effective supervision by educational experts.

Aided Secondary Girls' Schools in Madras.

PAY OF TEACHERS RAISED.

The Government sanction a grant of Rs. 15,000 towards the improvement of the pay of teachers in aided secondary schools for girls and direct that the amount be distributed among the institutions mentioned in the annexure to these Proceedings.

The grants herein sanctioned should be utilised entirely on raising the pay of qualified teachers, pandits and instructors with retrospective effect from the beginning of the current school year and the lower paid teachers should receive preferential consideration.

The Director of Public Instruction is requested to make certain that this special subvention is not appropriated by the recipients in such a way as to assist any reduction in the scale of fees or of the amount of contribution payable by the school managers. To this end the Director should obtain and submit to Government by the 1st June 1921, a statement showing the actual increases to the salaries of the teachers employed in the various institutions effected with the aid of the grants now sanctioned and the proportion of the increase met either from the manager's own funds or by an increase in the rates of fees levied from the pupils.

Such portion of the increase in the salaries of teachers as is solely due to the special grants now sanctioned should be deducted from the expenditure incurred on the institutions as shown in the annual Financial statement when determining the ordinary grant admissible under the Grant-in-aid Code.

FOREST.

Forest Administration in Madras.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1919-20.

Forest area and settlement.—The figures indicate that this work is gradually approaching completion though a few hundred square miles still await final settlement. Fifty-six square miles of forest were disafforested during the year as being more valuable for cultivation purposes than for grazing or the supply of fire wood.

Working plans.—The preparation of systematic working plans has long been accepted as the first preliminary step to the regular exploitation of forests. Little or no progress was made in their preparation during the year; the Chief Conservator in fact reports that the work done in this direction was of a makeshift order. The Government recognize that the department is in no way responsible for this lack of progress, and that until the depleted staff of officers can be restored to strength the Chief Conservator cannot be expected to do more than meet problems as they arise by temporary solutions.

Roads and communications.—The year was one of planning rather than of execution, at least in respect of the larger schemes, which cannot come to fruition until funds permit. Two hundred miles of road and cart-track were constructed at a cost of Rs. 40,000 and about Rs. 60,000 were spent on the maintenance of 1,500 miles of road in use.

Water-supply.—The Government have recognized the desirability of extending grazing facilities by the improvement of water-supply available for cattle in reserves open to grazing. The absence of drinking water for cattle has always been one of the difficulties in securing a reasonable incidence of grazing, since the necessity for cattle returning at short intervals to their villages or other places where they can get water imposes an inevitable limit on the distance to which they can be driven to graze, and thus results in the overgrazing of the more accessible reserves and the comparative neglect of those less accessible. The Chief Conservator's remarks on this point are not very encouraging. The desired improvement, as might be expected, has proved difficult to secure in practice. The Government await with interest further experiments in this direction.

Anti-malarial work.—It is hoped that the measures in this direction, which are now becoming better understood in all departments, will be attended with success and that the expenditure will result in a material improvement to the dealth of Forest subordinates.

Forest conservancy.—General protection and breaches of the Forest Act.—The Government concur with the remarks of the Chief Conservator on this head and agree with him in thinking that, allowing for recent increases in the protective establishment which naturally result in more forest offences being reported, the slight increase in the figures is in no way discouraging.

The new rules alluded to in the concluding sentence of paragraph 15 of the report have since received the sanction of Government. They enable

persons who have been accused of forest offences to exercise the option of compounding them up to the moment of trial instead of merely up to the time of issue of process as hitherto.

Fire protection.—The Chief Conservator discusses in some detail the facts regarding the disastrous fires, which occurred during the year. The figures speak for themselves. It is reported that the extent burnt was probably not less than 1,000 square miles, and that during the last five years out of an area of some 6,250 square miles of specially protected forests at least 4,000 square miles have been burnt. Certain special cases are mentioned in the dry forest areas of the Cuddapah and Kurnool districts, as also a particularly regrettable case in the Mudumalai forest, which has been under rigid protection for the last twelve years. As regards possible departmental remedies some hopes are entertained of the scheme of early burning by departmental agency initiated in Kurnool by the Conservator, Northern Circle, which may be termed a form of prophylactic surgery applied to forests.

The Government welcome the candour with which the facts are narrated in the report, and agree that too much emphasis cannot be laid on the loss to the State which results from these fires, or on the comparative helplessness of the Forest department to prevent or control them, so long as the attitude of the village population remains one of apathy and cases of active connivance with the incendiaries are not unknown. It has always been and still remains the fact that the carelessness of a few individuals or the desire of graziers to stimulate the growth of young grass for a few hundred head of cattle can and does annually destroy national assets running into lakhs of rupees. It also remains a fact that the Forest department receives most inadequate help in its efforts to prevent or extinguish such fires, although it is demonstrable that their occurrence, which is most frequent in the more valuable forests, decreases the supply and therefore enhances the price of timber used for house-building agricultural implements and other ordinary needs of the population.

It is remarkable that in the lists of forest grievances which are received from time to time so little attention is paid to this incendiarism and so little public indignation is excited against its prepetration No satisfactory solution of this problem is likely to be found until public opinion, reacting on the villagers directly responsible, makes the burning of a forest as disgraceful, and therefore as rare as, for example, the deliberate burning of village crops or the destruction of village grain stores.

The Government desire that Collectors and other revenue officers should use every opportunity, at the annual jamabandi and in the course of their tours, of impressing this view of the case upon villagers living near forest reserves. The Chief Conservator might with advantage enlist the valuable help of the Publicity Board in the same direction.

Supply.—The Government notice with satisfaction the increase in the supply of timber and fuel during the year. The revenue derived from sandalwood was satisfactory. The shortage of fuel resulting from the destruction of growth on waste lands and of private forests is separately engaging the attention of Government. This problem is most pressing in the case of large towns, such for instance as Madura and the other places mentioned in the report where the prevailing prices are very high. The experience of casuarina plantations near the City of Madras indicates the most hopeful solution and no pains should be spared to encourage the development of private enterprise.

Grazing.—While the increase in grazing receipts is satisfactory from a revenue point of view, additional income is in no sense the main object of

Government when enhancing the grazing fees in certain districts. Forests have been largely overgrazed in the past by cattle so worthless that their disappearance would involve little if any economic loss and the expectation is that the enhancement of grazing fees by restricting the number of cattle grazed will at the same time improve the pasturage and the condition of the cattle admitted to it.

Tanning bark.—The tanning industry was in a transition stage during the year, during which the leather industry was passing from a period of unprecedented high prices to one of extreme stagnation. The effect of these later conditions on the tanning industry and consequently on the demand for tanning bark was not fully felt in the year under report, and is likely to be more accurately gauged during the current year.

Research work.—Interesting details are given in the report both of the preliminary work done by the Sylvicultural Research Officer appointed during the year and as regards experimental work done by district officers. The Government have also persued with interest the notes regarding sylvicultural work and on the tests applied to paper pulp, and on the commercial use of various minor forest products. The Government recognize the need for a second sylvicultural officer but see no immediate prospect of being able to spare an officer for this work.

Development.—The Chief Conservator discusses the most probable lines of development, the projects actually under investigation or execution and the amount of progress made during the year under report. The Government share the regret of the Chief Conservator that the commencement of a period, which, it is hoped, will inaugurate real development, should synchronize with such an exceptional shortage of experienced officers. The only projects of real importance which have passed beyond the stage of investigation and entered on that of execution are the Russellkonda Saw mill and the scheme for working the Chenat Nair forests. As regards other schemes the year, as in the case of 'roads and communications,' was one of preparation rather than of execution.

Forest panchayets.—Mr. Bles' report is still under the consideration of Government.

Finance.—Regarded from a purely financial standpoint both the gross receipts and the surplus of the department during the year were very satisfactory, but since their amount was partly due to abnormal prices obtained at the tangedu bark sales and a complete change in the conditions affecting these sales is anticipated, it is not possible to count on a surplus of equal amount during the current year.

The Government regard with sympathy the Chief Conservator's view that development is hampered by the absorption into general revenues and expenditure on purposes unconnected with forests of these large annual surpluses. It is a commonplace of business phraseology that, in order to secure expansion, a large part of any surplus must be returned to the business. It is not of course possible to regard Forests or any other department of Government as a self-contained entity and to treat it as an obsolutely independent business, but the fact remains that development implies capital expenditure and large scale development is impossible without it. It is hoped that when the present financial stringency is relaxed the provision of much larger funds for expenditure on the development of forests will be possible.

The Government are glad to note that the Forest College and the Vernacular training schools continued to work satisfactorily.

Forest Administration in Bengal.

REVIEW ON THE REPORT FOR 1919-20.

Changes in area and administration.—The area of the reserved forests was increased by the addition of 3 square miles, but there was no change in the area of Protected and Unclassed State Forests. Proposals for the reservation of 226 square miles are still under the consideration of Government.

Progress in forest settlement was hampered by the want of funds, and the expenditure on the demarcation of boundaries was also reduced.

Regulation of Management.—The revised working plan for the Jalpaiguri Division was brought into force. Working plans for the Chittagong, Chittagong Hill Tracts and Cox's Bazar Divisions were under compilation during the year and those for areas under the Darjeeling and Kurseong Divisions were revised. There were considerable deviations from the sanctioned working plans in most divisions, the felling being below the prescribed quantities. The reasons for this were lack of demand, paucity of staff, revision of working plans and arrears of previous years.

Communications and Buildings.—Owing to financial stringency due to the war, very little could be spent on new work. Two and a half miles of cart-roads and nine miles of bridle-paths and several bridges were constructed, whilst 305 miles of cart-roads and 528 miles of bridle-paths were repaired. The total expenditure on communications amounted to Rs. 21,038, against Rs. 18,757 in the preceding year, the corresponding figures for buildings being Rs. 49,254 and Rs. 33,550. Several buildings in the Sundarbans destroyed by the cyclone of 1919, were replaced during the year. Good progress was made in housing forest subordinates in most divisions.

Protection of Forests.—The number of forest offences reported during the year was 3,269 as against 3,694 in the preceding year. The decrease is satisfactory, and is ascribed not only to more frequent resort to the Courts in 1918-19 but also to keener vigilance on the part of the subordinate staff and to the infliction of adequate punishment by Courts in proved cases. The fact that the percentage of convictions was 94 shows that unnecessary prosecutions were not undertaken. The number of prosecutions for shooting in contravention of rules increased from 37 to 41, but it has not yet been possible to cope with the destruction of elephants for the sake of their tusks in the Chittagong and Chittagong Hill Tracts districts. It is reported that the inhabitants of the Tippera State take advantage of the fact that minor forest offences are non-extraditable.

The year was favourable to fire protection, and 99·4 per cent of the area of 400,272 acres in which protection is attempted was successfully protected. The Conservator has mentioned the satisfactory success in protecting the Kurseong forests. The fires that occurred in the Teesta Valley sal forests did little or no damage and will probably assist sal regeneration.

Offences relating to grazing decreased, the number of cattle impounded being 5,057 against 7,021 in the preceding year. The decrease is most remarkable in Jalpaiguri and Buxa, where the villagers are reported to have realised the value of looking after their cattle instead of paying the penalty.

Observation of sal *fungus* has been continued in Jalpaiguri and Buxa, but definite conclusions cannot yet be drawn. Defoliators, borers and mole crickets are mentioned as causes of damage in various areas, and damage by wild animals was reported from all divisions, the chief culprits being elephants, squirrels, bison, deer, pigs, monkeys and rhinoceros. Wire fencing

has been used with success to prevent such damage in Buxa, Jalpaiguri and Kurseong Divisions.

Every attempt is being made to eradicate *Lantana* which is spreading fast into the Kalimpong forests from the adjoining Duars Tea Gardens. In Chittagong and Cox's Bazar the most injurious pest is the weed *Ageratum*, but no means of keeping it down has yet been found.

Sylviculture.—The experience of the year under report confirms the view that natural reproduction of the more valuable species of trees in northern Bengal is unsatisfactory, and all working schemes now provide for artificial regeneration in plantations worked under the "Taungya" system introduced from Burma. The Conservator notes that the labour question in the "Taungya" areas has sensibly improved and that the cultivation of areas in the forest by outside villagers is a hopeful sign which is seen everywhere in the hill divisions and in some places in the Duras.

Exploitation.—With the cessation of demands from the Munitions Board, departmental operations were restricted to the extraction of timber required for the supply of sleepers to railways and for roads, buildings, and bridges constructed departmentally. A sale depot is being established at Siliguri. A semi-portable saw mill was received at the close of the year and is about to be installed in the Keaseong Division.

The Murti Saw Mill in Jalpaiguri worked at a profit but as the owners were unwilling to continue, the mill has been closed down. The India Paper Pulp Company, of which Messrs. Andrew Yule & Co., are the Managing Agents, removed 388,640 bamboos for paper pulp from the Kassalong Range in the Chittagong Hill Tracts under their lease. No royalty was charged in accordance with the terms of the agreement.

Sixty-eight elephants were caught by departmental kheddah operations. The most successful were the operations in the Chittagong Hill Tracts, resulting in the capture of 51 elephants and a net profit amounting to Rs. 21,069 from the sale of 48 elephants.

The total value of the year's sale amounted to Rs. 16,11,644 against Rs. 14,69,226 during the preceding year. The value of the timber sold in these two years was Rs. 10,93,982 and Rs. 9,02,964. The value of the forest produce removed at privileged rates was Rs. 93,774, against Rs. 81,720 in the year. 1918-19. Produce given free of royalty was worth Rs. 63,430, against Rs. 33,141 in the preceding year. Timber and other minor products were given free in large quantities in the Sundarbans to people affected by the cyclone of 1919.

The Bengal forests contributed to the successful exhibits sent to the British Empire Timber Exhibition in London.

Financial results.—The financial results were satisfactory. The total revenue, which was Rs. 19,55,394 in the preceding year, rose to Rs. 20,02,819. Expenditure, however, also increased and the surplus fell from Rs. 11,21,700 to Rs. 9,47,595. Of the expenditure, 55 per cent was on constitution, improvement and exploitation, and 45 per cent on administration, executive and protective charge. The percentage of net income fell from 57 to 47 owing to the increased expenditure.

LOCAL SELF-GOVERNMENT.

District Boards in the Punjab.

REVIEW ON THE REPORT FOR 1919-20.

The event of outstanding importance during the year under report has been the re-constitution of all the district boards in the Province and the institution of new electoral rules. In accordance with these rules a general election under the new constitution was due to be held in February 1920 in all districts in which the elective system is in force; unfortunately certain boards got behind hand with their election procedure, with the result that the elections could not legally be held during the year and had therefore to be postponed to the year following. The total number of elective vacancies thus open for competition during the year was 467; in default of the necessary statistics in some eight reports it is not possible to give accurate figures of the contests which were actually held, nor of the percentage of voters throughout the Province who went to the poll, but from an examination of the figures available it does not appear that the proportion differed widely from that in previous years. Gurdaspur, with 17 contested seats, out of a total of 32, shows the highest results in this respect, whereas in Hoshiarpur only 8 seats were contested out of 37; generally, the proportion of seats actually contested was about 1 in 5. The proportion of voters who used their votes was not high, but showed wide variations. In Amritsar, Gurdaspur, and Ambala the percentage was about 33, in Hoshiarpur 48; Gujrat, where there were 7 contests, shows a total percentage of 37·25, but in one circle only 4 per cent and in another only 7 per cent of the voters came to the poll: in Gurgaon (7 contests) the elections are described as a farce, and in one circle with an electorate of 335 the winning candidate out of 3 polled only 15 votes. Hissar reports one keen contest, in which 3 polls were necessary, the first two resulting in ties: at the last poll 75 per cent of the electorate voted.

While it cannot be said that these results indicate any greatly increased interest in local self-government or in the elective system it is to be hoped that this interest will be further stimulated by action which it is proposed to take, after consideration of the views of local officers which have now been received, towards the further reduction of the official element on the boards, the appointment of non-official chairmen, and the grant to district boards of larger powers of taxation. In the districts in which the elective system is not yet in force the nominations are now made to represent specific areas in the district.

Although nearly all reports speak of an awakening or an increasing interest on the part of members in the deliberations of the board an almost universal complaint is still made of their unwillingness to undertake executive duties and of the break-down of all attempts made to entrust them with such. Amritsar is an exception in this respect, and mention is made of the Beas Agricultural Farm being put under the management of one member with good promise of success. Greater use appears to have been made of

sub-committees, particularly in Gujrat, where 63 meetings were held, and in Lyallpur and Montgomery, but their use has been mainly in routine matters and the Gujrat report admits that the experiment of entrusting them with executive duties has been a failure. The Commissioner of Multan does not consider that district board work lends itself to delegation to general sub-committees, and supports the idea of tahsil sub-committees or sub-committees appointed *ad hoc* for specific duties. Tahsil sub-committees are, indeed, increasing in numbers and are generally well spoken of, and favourable mention is also made of special sub-committees where such have been appointed; instances of the latter are the committee appointed in Dera Ghazi Khan to supervise the sanitation of Draman, a Nikah-Khwani Sub-Committee in Lyallpur, and one appointed in Jullundur for the management of the newly started Demonstration Farm.

The continued rise in prices of material and labour, the increasing demand for education and communications, and the necessity of raising salaries of district board employees have been factors which have all had considerable effect in augmenting the expenses of District Boards in the past year, and, as the sources of income remain inelastic as before, most boards show anxiety for their future position. Gujaranwala reports that the severance of the rich colony area for the formation of the Sheikhupura District has left the Gujranwala District Board in a state of actual insolvency, and it is merely living on its accumulated balances. The Montgomery report, also, shows that the expenditure of the board exceeded the income (excluding large unexpended balances of earmarked Government grants) by as much as Rs. 70,000, and this was the case in a greater or less degree in the case of 4 other boards (Hissar, Karnal, Mianwali, and Attock).

All boards have evidently been concerned to devise new means of adding to their income. The local rate has now been raised to its maximum limit in Karnal, and a haisiyat tax has been sanctioned in the districts of Amritsar, Dera Ghasi Khan, and Muzaffargarh; other districts have projects in different stages of advancement for the imposition of this tax or a similar tax on professions. The Commissioner of Rawalpindi doubts whether the financial value of this tax is anywhere considerable, but boards can afford to neglect no source of income, and it will ensure the payment of some contribution by those classes which are not touched by the local rate. The Commissioner of Rawalpindi states his opinion in favour of some form of terminal tax to be levied at all stations with a district board's jurisdiction, but the objection to this form of taxation, as stated in last year's review, is the hampering effect that it is likely to have on trade. The Commissioner of Ambala sees a possible source of revenue in the undertaking by two or more boards in co-operation of some scheme of Motor Transport on a commercial scale, but the initial cost of such a venture would be, of course, considerable. A further general difficulty in the matter of finance is the continued opposition by members of boards to any increase in direct taxation, the invariable resource in case of lack of funds being an appeal to Government for a grant.

In the course of the year under report Government delegated to all District Boards the power to fix the proportion which the local rate shall bear to the annual value of land, but as in all, except three boards, the maximum rate has already been imposed, the power now given will not result in much increase of income.

The gross income of district boards, which showed an increase of $11\frac{1}{2}$ lakhs during the previous year, rose by over $12\frac{3}{4}$ lakhs in the year under report, amounting to Rs. 1,07,69,243; it is remarkable that this amount is just double of the gross income in the year 1911-12. The Local Rate

accounted for 2 lakhs of this increase, Rohtak, Gurgaon, Gujranwala, and Sheikhupura each gaining about Rs. 50,000 under this head, while Gujrat and Multan lost respectively about Rs. 27,000 and Rs. 30,000; over a lakh represents the contribution to the new district of Sheikhupura from the balance of the Gujranwala and other boards, and majority of the remainder is composed of Government grants under various heads.

The total expenditure of district boards was Rs. 98,46,086, an increase of 17 lakhs over 1918-19. Expenditure under head Education increased by 6½ lakhs, and under Civil Works by a similar amount, while Medical shows an advance of 1½ lakhs; under Scientific and other Minor Departments there is an increased expenditure of nearly 50,000 on Bull and Stallion charges and of 20,000 on Cattle Fairs; total expenditure under this head rose to Rs. 6,40,000 as against Rs. 5,00,000 in the previous year.

Nearly all reports lay emphasis on the ever-increasing demand for Education, and this fact is reflected in the greatly increased expenditure under this head. In most cases, in fact, expenditure on education exceeds what the Boards can afford. Receipts under Education increased by over 4½ lakhs, the great majority of this being Government grants (3¼ lakhs), though school fees accounted for another Rs. 60,000. Expenditure on Education totalled Rs. 35,29,586; the five years' programme has been adopted by nearly all boards and has been carried out with varying degrees of thoroughness. Multan is reported to have forged ahead of the programme to such an extent that a retrenchment will probably be necessary in the future, and Ambala reports that the Board will be unable to proceed further at present with a programme. Many boards complain of their programme being stunted owing to the lack of trained teachers, Attock quoting figures to show that 35 per cent of the teachers in district board Primary schools are neither trained nor certificated. Steps are being taken along the right lines to remedy this defect in most cases by increasing the pay of the teachers and so making the profession more attractive.

The general attitude of apathy towards female education is unchanged. Gujrat is, perhaps, the most progressive district in this respect, and the board has offered a reward of Rs. 35 for every girl educated up to the Primary standard, and Rs. 100 if she proceeds to the Normal School. It is not clear whether this has yet produced any results. Lahore and Amritsar both report distinct hostility in the board towards female education. Government has recently made a proposal to amend the District Board Act, so as to allow the addition of two pies to the local rate, the extra income so derived to be entirely devoted to the expansion of female education. The views of Boards on this proposal have now been received, and Government will take action after consideration of these replies. Several boards have instituted or taken steps to institute agricultural classes in selected vernacular middle schools, and the Shahpur Board has worked out a scheme for the opening of an agricultural centre for the High Schools as Shahpur. Multan has tried the experiment of giving elementary instruction in arboriculture in the District Board Schools in order to stimulate an interest in the subject. In all districts there is an increasing demand for English, and many villages and small towns have raised subscriptions towards the institution of voluntary English classes in the local vernacular schools. An example of great private munificence is reported from Ambala, where Rai Sahib Lala Banarsi Das has, at his own expense, opened a college up to the F. A. standard; the same gentleman has made a generous contribution to the Karnal District Board for the purpose of repairing the water-courses leading to the sacred tank at Kurukshetra.

The Industrial Schools are generally reported to be working well though hat at Gujranwala was burnt in the riots of April 1919, and it has so far been found impossible to procure another building.

Income under the head Medical totalled Rs. 1,79,649, an increase of Rs. 45,000 over that of the previous years. Hospital receipts amounted to Rs. 23,934, Rs. 10,000 in excess of last year; but of this figure no less than Rs. 22,415 represents the amount realised in two districts—Ferozepore and Muzaffargarh. Government gave increased grants amounting to Rs. 87,914 as against Rs. 33,495 in 1918-19. Contributions from other sources decreased by Rs. 10,000. Expenditure was Rs. 10,21,469, exceeding that of the previous year by more than 1½ lakhs; the greater part of this increase was on account of the opening of new dispensaries. As there was no widespread and virulent epidemic in the course of the year a decrease under the sub-head "Plague Charges" might have been anticipated, but the vigorous preventive measures undertaken by most boards resulted in there being a slight increase over last year's figures. The demand for new dispensaries appears to vary in different districts, but the rural population are certainly beginning to set more value upon them. Much, however, depends on the popularity of the Sub-Assistant Surgeon in charge. In Montgomery District Sardar Jogendar Singh of Aira opened a dispensary at Iqbalnagar at a cost of Rs. 20,000 and handed it over to the district board, offering an annual contribution of Rs. 360 for its upkeep. Sir Edward Maclagan wishes to take this opportunity of thanking Sardar Jogendra Singh for this conspicuously public-spirited action.

The system of taking fees from the well-to-do is nearly everywhere reported as unpopular, both among the public and the Sub-Assistant Surgeons themselves, and it has been suggested that money could more easily be raised by periodically asking for public subscriptions to particular dispensaries. The whole question has been recently under the consideration of Government.

An increasing number of boards are devoting their attention to the opening of demonstration farms, and the Rohtak report contains a full report of the agricultural programme carried out and the results so far obtained. It cannot be said that any farm has yet established itself as a really profitable concern, and, until such is the case, the purpose of these farms is not likely to be effectively fulfilled.

The number of bulls supplied during the year to district boards by the Government Cattle Farm at Hissar was 197, 11 more than in 1918-19. The interest in cattle-breeding and the consequent popular demand for these bulls is curiously local. In the majority of districts the attitude of the zamindars is one of complete apathy, and they refuse to keep the bulls unless handsomely compensated, whereas in others (Lahore, Lyallpur, Shahpur, and Hissar are examples) there is a keen demand, and zamindars are willing to pay ¼ or even ½ of the cost of the animals. The experiment mentioned in last year's report of subsidising selected private bulls in the Talagang Tahsil of the Attock District has been very successful, and an area has similarly been set aside for the encouragement of donkey breeding, the stallions in this case being supplied by the Army Remount Department and the district board.

Increased Government grants for the execution of Civil Works account for the rise of Rs. 3½ lakhs in receipts under this head, from Rs. 15,60,000 in 1918-19 to nearly Rs. 19 lakhs. Expenditure rose from Rs. 32,69,638 to Rs. 39,04,358. The ever-rising prices of materials and labour no doubt contributed largely to this increase, but there has also been much activity on the part of nearly all boards in pushing on projects which had been held up

by the conditions prevailing in the war. Thus the amount spent on buildings (Original Works) rose from Rs. 3,46,126 to Rs. 6,22,296, and on communications (Original and Repairs) from Rs. 16,84,547 to Rs. 20,25,156. Even so, very few boards were able to spend up to their budgetted allotment; difficulties with material, transport, and labour persisted, and boards found it impossible to obtain stone metal sufficient to meet their most urgent requirements. It is hoped, however, that arrangements made in consultation with the Provincial Communications Board will ease the situation in this respect in the future. Several reports mention the institution of private companies for Motor Transport along the district roads, and the wear and tear caused by heavy vehicles of this nature is likely to put a further strain on the roads and materially increase the cost of upkeep. District boards have been considering means whereby such companies can be made to contribute towards the increase.

In connection with the construction of the Amritsar-Pathankot road, which passes through the districts of Amritsar and Gurdaspur and is likely to prove a heavy charge on those boards, the Commissioner of the Lahore Division, in view of its military and strategic importance, expresses his opinion in favour of its transference to the Public Works Department.

Municipalities in the Punjab.

REVIEW ON THE REPORTS FOR 1919-20.

The year under report saw no addition to the number of Municipalities which remained at 101.

The only Municipality in which the elective system was newly introduced was Thanesar. The elections are reported to have been keenly contested, four out of six vacancies being contested and 64 per cent of voters going to the poll.

The number of meetings held by committees exceeded the prescribed minimum in all Municipalities, and only fell below that standard in the case of a few notified areas in which either the business was insufficient to warrant a larger number or circumstances were abnormal during a period of the year owing to the disturbances; the small number of meetings at Hafizabad Qila Didar Singh, Pindi Bhattian, and Akalgarh are all ascribed to this latter reason. For the deficiency at Rajanpur a somewhat unsatisfactory excuse is made of the President's frequent absence on tour. The absence of officials on tour is also made the excuse for poor attendance in some of the committees in the Karnal District (in Shahabad the percentage is as low as 15 per cent). and in Kasur it is reported that it is difficult to collect a quorum when it is known that the official President will not be present. Attendance in the Lahore Division was elsewhere satisfactory, except at Wazirabad, where there were special reasons for the absence of some of the members. As many as nine meetings of the Rawalpindi Committee were adjourned for want of a quorum, and a larger number were adjourned for the same reason at Bhiwani. The attendance in the Jampur and Dajal Committees in the Multan Division were very inadequate, a fact which is attributed to the absence of members from the town, or their inability to attend for private reasons.

The general attitude of Members in regard to their responsibilities shows on the whole, an improvement, and there are few committees which are reported as conspicuously lacking in public spirit, or as swayed entirely by personal interest and party faction. It is regrettable that these latter considerations still seem to have a preponderating influence in Rohtak, Nurmahal.

Wazirabad, Sangla, and Jhang. In most other committees the reports show distinct signs of an awakening sense of civic responsibility. The Commissioner of Jullundur considers that the policy of the withdrawal of official control has undoubtedly increased interest in Municipal affairs and has created a desire among citizens generally to become members of committees. In Ambala Division there are said to be still few real workers, most being content to depend on official suggestions. One reason given for this is that the complicated Account Code and departmental rules militate against much interest being shown by the poorly educated majority of members. The Murree Committee is commended for a real sense of responsibility and a genuine desire for improvement, not dependent merely on official suggestion; and the smaller committee of Gojra is also held up as a model for its energy and public spirit, but in the latter case it is evident that much is due to its Chairman.

The manner in which Municipal Committees have carried out their statutory functions is generally reported to be satisfactory. The work of sub-committees shows in many cases a marked improvement, the Finance and Education sub-committees in Lahore and the Finance, Works, and Health sub-committees in Amritsar being singled out for special commendation by the Commissioner. There is a tendency, however, on the part of some sub-committees, notably in Dera Ghazi Khan, to delegate their functions unduly to individual members. Thanesar and Shahabad committees are reported to have little control over their executive and clerical establishment, a fact which is partly attributed to the non-employment of paid secretaries. Jhelum does not appear to have made any improvement in this respect, and it is to be regretted that a very unsatisfactory state of affairs was brought to light in the office of the Dera Ghazi Khan Committee, which resulted in the resignation of the Secretary.

Many committees are making conscientious efforts to deal with overcrowding. Lahore has taken steps to acquire land and house property in five localities with a view to relieve congestion, and the Rohtak Committee have also proposed to acquire a plot of land with the same object. Similar measures are being taken by Ambala, Jagadhri, Sadhaura, Gurgaon, and Shohpur. Lahore and Amritsar both submitted schemes for an Improvement Trust, but, as Government is considering legislation on this subject, these schemes have been temporarily held over.

A considerable number of local bodies have already applied, or announce their intention of applying for the extension of the adulteration of Food Act to the areas under their control, but nothing can be done until rules have been framed under the Act by Government. The subject is engaging the attention of the Sanitary Commissioner and rules will be passed as soon as his proposals have been received and considered. In the Jullundur Municipality whose bye-laws for the control of the milk supply had received the sanction of Government, popular agitation has prevented their being brought into force. All committees claim to have made efforts to improve the sanitation of their towns, but much still remains to be done. Comprehensive drainage schemes are in various stages of advancement in Jullundur, Ludhiana, Multan, Sialkot, Gujranwala, Lalamusa, Jhang, Maghiana and Sonepat, and altogether the year has been marked by considerable progress in this respect. Problems of water-supply are also exercising several committees, notably Rawalpindi, where, as elsewhere, there is great opposition to any system of metering private connections, although enquiries conducted show that some 18,000 gallons are being wasted daily in Rawalpindi from faulty connections; the waste from public stand-pipes is also incalculable. Medical relief in municipalities is in most cases rather severely limited owing to

lack of funds. The levying of fees from the well-to-do continues to be unpopular but in the Rawalpindi Division the committees of Pindigheb and Hazro are said to be making definite efforts to realise such fees. A remarkable increase in attention to medical institutions is reported in the case of Jhang, whose expenditure on this object has risen from Rs. 15,262 to Rs. 1,51,916. Measures taken include the appointment of a Lady Assistant Surgeon, and in this direction there is plainly a great need for improvement. The infant mortality in Rawalpindi during the year was no less than 284 per thousand, and in Lahore also was about 230, figures which tell their own tale of the conditions in which children and mothers are compelled to live and the crying need for greater medical attention. Education has received a full share of attention, particularly in Lahore and Multan; the latter Committee proposed to introduce free Primary education in schools maintained by the Committee and was also the first Municipality in the Province to draw up a complete scheme of compulsory education, which has been duly sanctioned by Government and will shortly come into force.

TAXATION.

The total receipts from taxation during the year amounted to Rs. 59,18,354. A complete comparison cannot be made with last year's figures owing to the destruction of Amritsar's Municipal records for that period. Excluding Amritsar the figures are Rs. 52,80,208, as against Rs. 49,11,581. The incidence per head of population rose from Rs. 3-5-6 to Rs. 3-10-3, octroi receipts amounted to Rs. 53,14,134, an increase of Rs. 10,16,538; while realisations from terminal tax totalled Rs. 49,049. The marked increase in octroi receipts is everywhere attributed to the continued rise in prices of commodities on which an *ad valorem* duty is charged, but good harvests are also advanced as a reason in some areas. The decrease of Rs. 15,443 and Rs. 7,267 in receipts from terminal tax in Fazilka and Muktsar is apparent only, being due to collections made by the Railway not being credited to Municipal funds before the close of the year.

The year may be said to have been remarkable for a considerable movement in favour of the establishment of a terminal tax in place of octroi. Its institution was sanctioned in the Municipalities of Montgomery and Pathankot and the notified areas of Abohar, Jahanian, Khanewal, Mian Channu, Chichawatni and Patti, but among committees which have submitted proposals or are said to have the matter under consideration may be mentioned Ambala, Ferozepore, Jullundur, Ludhiana, Lahore, Amritsar, Sialkot, Multan, and Jhelum. Rawalpindi, on the contrary, is reported to have shelved the proposal. A terminal tax has certain obvious advantages over octroi, but at the same time it will be for the advantage of all committees to give careful attention to the considerations suggested on this subject in last year's Municipal review, and not to adopt the change with too great precipitation. Guzranwala again shows results which may almost be called disastrous. and a careful revision of the schedule is being made. The receipts for the whole year under report amounted to Rs. 30,630 only, whereas previously octroi yielded as much as Rs. 22,280 in three months. The Committee are finding it difficult to defeat traders who evade the tax by unloading their goods at neighbouring stations.

Other taxes present no special features. Muktsar has imposed a tax on sales of gram and oil-seeds effected through brokers, and a few other municipalities have obtained sanction for the levy of house-tax or profession tax. The Commissioner of Rawalpindi calls attention to the good results obtained by the Murree Entrance Toll, and suggests that other hill Municipalities would do well to imitate it.

Accounts.

The total income of municipalities during the year under review was Rs. 1,06,29,131,—a figure which has never been reached before. As already explained above, a comparison with the last year's figures will not be of much use, as figures for the Amritsar Municipal Committee for the year 1918-19 are not available. The incidence of taxation in the year was Rs. 3-10-3 per head. The increase under the head "Octroi" has already been mentioned, but improvement is noticed under several other heads. Rents of lands, houses, serais, etc., amounted to Rs. 4,62,510 as compared with Rs. 3,56,433 in 1917-18. Fees from educational institutions rose to Rs. 1,87,921 and Government contributions increased by more than 1½ lakhs to Rs. 9,81,806.

Total expenditure for the year amounted to Rs. 97,07,157. The cost of collection of taxes was Rs. 5,62,605 which shows an increase of more than a lakh over the figure for 1917-18. The expenditure on public instruction rose to Rs. 11,04,064. A sum of Rs. 9,45,504 was spent on hospitals and dispensaries and Rs. 7,13,796 on roads. The total expenditure under head "Public Health and Convenience" amounted to Rs. 52,04,627.

General.

A satisfactory number of municipalities in the Province are taking steps to carry out comprehensive schemes of drainage and water-supply, most of which have been long held up under conditions produced by the war. The Water-works at Rewari should now be working, but it is reported that there are still many difficulties to be faced before a regular and constant supply will be available. Karnal, Rohtak and Sonepat also have drainage schemes pending, and Government has given a grant of Rs. 65,800 to Ambala for the project of a pumping station at Sarangpore, which is badly needed. In the Jullundur Division Hoshiarpur has put in hand a drainage scheme involving an outlay of Rs. 2 lakhs, while Jullundur proposes to spend about Rs. 11 lakhs on schemes of drainage and water-works. The plans and estimates for several important schemes at Amritsar were destroyed in April 1919, and have not yet been replaced. Sialkot, Gujranwala, Jhang, Maghiana, and Muktsar are other municipalities where comprehensive drainage schemes are pending. The drainage and water-supply schemes at Multan are at present at a standstill owing to alternative schemes which have been put forward and require examination. Electric supply is engaging the attention of Lyallpur, Multan, Sialkot and Gujranwala, and Lahore is considering the introduction of an Electric Tramway Service but has as yet reached no definite decision on the subject. Lahore has also paid attention to methods of beautifying the Municipality by means of tree-planting and grass plots.

These projects naturally involve the holding of large balances by the municipalities concerned, and in consequence the closing balances of many committees are in excess of what is ordinarily advisable. Unexpended Government grants and earmarked accumulations are in almost all cases the explanation of these balances. There are few committees which closed the year with balances below the prescribed minimum; they include Firozspur-Jhirka, Rahon, Patti, and Dinga. No reason is given for the first-named: Rahon is still struggling against old deficits and hopes to improve its position by revising the octroi schedule; Patti's deficiency was due to the loss of three months' income from terminal tax, on account of delay in its enforcement; while the failure of the Haisiyat tax is said to have been the cause in Dinga. In the latter case Government has recently sanctioned the imposition of octroi as a tentative measure, and it is hoped that this will be found to improve the situation.

MISCELLANEOUS.

Administration of the Gwalior State.

HIS HIGHNESS THE MAHARAJA SCINDIA'S REVIEW ON THE REPORT FOR 1918-19.

It is gratifying to see that Education is gradually finding its way into the Courts of Wards Estates. There is also a scheme under preparation for opening more schools in the Estates under the Court of Wards. As a warning, I would say to the Member that when preparing the scheme he should be very careful to consider the question of the best way of giving education in relation to ultimate results. I feel very sorry to say (for which I hope to be excused) that recent years' experience in other parts has shown very poor results in the matter of education. One finds that the tendency of education is destructive instead of being constructive and rather selfish which is disastrous. It does not matter whether education is given in an estate or in the State; the object is one and estates are part and parcel of the State.

I would here repeat what I said in one of my speeches (speech delivered on the occasion of annual prize distribution at Victoria College on 5th April, 1910) namely, that education is not given solely with the idea of absorbing into the services of the State, all those who qualify—this is as impossible as undesirable. But education is given with two distinct objects. The primary one is to turn out useful and loyal citizens and thus to increase the general prosperity and wealth of the State. The secondary consideration is to recruit the State Services.

The success of an administrator entirely depends on his knowledge experience, manners and ability. Whoever has these qualifications will not only always find it easy to climb the official ladder but by assuming responsibility for effective administration, will be able to render substantial help to the Ruler, who naturally must depend upon such support. I include in that word all that appertains to honesty, trust and loyalty.

The above are my convictions and expectations but when I compare them with the realities of to-day, I discover their futility. This is the more amazing as the disappointment comes from the educated class.

As a general rule I go on the principle of making my choice of officers on the strength of testimonials, or recommendations resulting from my seeking advice, public opinion and qualifications. The last I have to determine from certificates bestowed by the authorities of Education or others under whom a man had worked. I fancy everybody else does so. But if the result of liberal education is this, what is one to think? People talk a lot and vehemently assert that they will do this and that, but seldom prove equal to the impression they give at the first meeting, nor ever satisfy the hopes they raise. What is one to do? This is a second appeal I make for advice as to what is the best way to choose men for service. Anyhow there is comfort in the thought that I am bringing to notice my hopes and expectations. How hard it is to depend on certified qualifications? That rather explains why at times I hesitate in making a choice and keep my distance

from this class of people. I trust the expression of this feeling will be a sufficient warning to the people of this class who seek good appointments in any Government service.

Thus it is on the basis of practical experience, that I ever that the responsibility of education is great. In allowing their children to go to school, the parents place implicit trust in the wise guidance of the educational authorities and if education is not given as it should be, it means disaster not only to the parents but to the State, its Ruler and the country.

It is regrettable that students forget that education is not given to this end. On the contrary, Government gives education for mutual benefit, its own, and of those who receive it.

The system of giving education is far from satisfactory and therefore I suggest that it should be so altered as to ensure that boys would not lose faith in their religion or forget to respect their parents and obey their teachers and their master. They should be impressed with the advice to listen to none but these. Generally the boys lose their heads and assume independence of manner and judgment, as soon as they have passed the Matriculation. It is just then that they require the greatest care. A great deal depends on the class of teachers. Sometimes teachers also are responsible for putting the boys in wrong path. Therefore I maintain and insist that the selection of teachers should be made very carefully. Boys under the age of 14 should, under no circumstance, be put under a teacher whose age is between 18 and 34. I also insist that the mother-tongue should be taught first and the foreign language as a subsidiary.

The supervising staff of schools should also be selected carefully, as it is they who are responsible in reality to carry out the Durbar's policy and therefore they should be made to understand clearly their responsibility and duty. Purely examining the register of daily attendance or hearing the reading or asking questions on various subjects is not sufficient. The Inspectors must gauge the atmosphere of schools and the attitude of the students. They must satisfy themselves that the relations between the teaching staff and the students are as they should be. Not only that, but they must take pains to make sure that the students maintain a correct attitude towards their religion, their parents and the Government; that their tendency is to respect their faith and that they have learnt the virtue of obedience. Next they must foster determination, initiative and loyalty to the country and the Ruler. In saying all this, I don't supply a catechism nor provide a standard set of questions that must be asked. These are merely hints on vital points for the guidance of the Inspecting Staff to enable them to discharge their duty comprehensively and satisfactorily. The best way to accomplish the end must be left to their own independent judgment which must be exercised according to the requirements of each individual case.

Our object is to make the future generation useful to the country and the Ruler. The ultimate result should be one to secure upbuilding. In that view it appears desirable to take regular stock of progress by the application of the suggested checks. If enquiry shows that things are tending in the opposite direction, then the Inspecting Staff must report matters to the superior officer, suggesting the best way to put a stop to the undesirable state of things. The shaping of boys entirely depends upon the teaching staff. They must never forget that their duty is to prepare the rising generation to be useful citizens.

Here I may refer to the confidential note given to the Inspector-General of Education just after the tour of Samvat, 1970. The principles laid down in the note should also be borne in mind by the supervising staff.

When a teacher is found undesirable, he should not be transferred but sent right away without any consideration. Now the time has come when we should be very strict with these people, *i.e.*, the teachers and the supervising staff.

Cochin State.

ADMINISTRATION REPORT FOR 1919-20.

Sanitation.

The amelioration of the condition of the depressed classes also claimed the attention of the Durbar. A Pulaya colony was founded at Chalakudy and before the close of the year 40 families were housed in the colony. Land acquisition proceedings were also set on foot to found a Central Poor House for the whole State within a convenient distance from the capital of the State.

Salt.

Full duty on all transit wastages except on the 4,320 maunds lost through the sinking of the ship was realised at Rs. 1-4-0 per maund. On the Bombay salt it amounted to Rs. 10,496-4-0 which as usual was credited to the Durbar.

Including a quantity of 200 maunds sold to the Agricultural Department and 4,600 maunds to the Fish-Curing Yard at Narakkal, the total quantity disposed of during the year was 2,36,183 maunds, as against 1,96,140 in the previous year, or an increase of 40,043 maunds of salt. There was also a godown wastage of 69 maunds written off in the year, as against 156 maunds in 1940.

Tobacco.

Twenty-one A class and 865 B class shops were sold in auction as usual as against 20 A class and 883 B class shops in 1094 M. E. The shops in question fetched a total rental of Rs. 1,84,171 including Craganur, as against Rs. 1,62,322 in the previous year, showing an increase of Rs. 21,849. The whole of the demand was collected during the year except a sum of Rs. 1,299 of which a sum of Rs. 157 was written off as irrecoverable.

Customs.

The Durbar's share of the net customs collections at the port of British Cochin during the year amounted to Rs. 1,28,954, which was realised and credited in the accounts of the year under report.

Instruction.

The total number of Sirkar schools fell from 163 to 160. The Government Trades school and all the Rural Industrial schools was transferred to the Department of Industries during the year. The number of aided schools rose from 236 to 273.

The total number of pupils in Sirkar and aided schools in 1905 was 34,787 and 40,991, as against 31,994 and 35,096 respectively in the previous year. No new census of the unaided and indigenous shools having been taken, the figures arrived at in the last census were adopted for 1095. The total number of pupils including those of indigenous schools was 87,215 as against 71,527 in the previous year. The increase was due to the increase in the number of schools. The Sirkar institutions did 39·9 per cent of the

education work, aided institutions did 4·70 per cent, while indigenous institutions did 23·1 per cent, as against 40·7, 44·7 and 14·6 in 1094.

Of the 87,215 pupils under instruction, 59,351 or 68 per cent were boys and 27,864 or 32 per cent were girls. The percentage of boy and girl pupils to the male and female population of school-going age was 86·5 and 40·3, as against 77 and 36 in 1094.

Of the 75,778 pupils under instruction in Sirkar and aided schools, 44,856 or 59·2 per cent were Hindus, 28,929 or 38·2 per cent Christians, 1,769 or 2·3 per cent Muhammadans, 210 or 3 per cent Jews, one Parsi and 23 Brahmos as against, 57·9, 39·9, 1·9 and ·3 per cent respectively in 1094.

The strength of the College department was 303, as against 274 in 1904.

The fee receipts of the College amounted to Rs. 18,434, as against Rs. 16,141 in 1094 and the expenditure to Rs. 34,632 as against Rs. 27,597 the net cost being Rs. 15,198 or Rs. 52 per pupil instructed as against Rs. 11,456 or Rs. 42, the corresponding figures in 1094.

The number of high schools rose from 25 in 1094 to 28 in 1095, of which 19 were Sirkar and 9 aided, as against 18 and 7 in 1094. The total number of pupils in the Upper Secondary forms was 2,574 (2,248 boys and 326 girls) as against 2,274 in the previous year.

The strength of the High School departments of the Sirkar schools including the High School department of the Ernakulam College was 1,783 (1,540 boys and 223 girls), as against 1,603 in 1094 (1,380 boys and 223 girls).

The average cost per pupil instructed was Rs. 11 as against Rs. 17 in the previous year.

The number of schools in which lower secondary instruction was imparted rose from 53 to 61. Of these, 34 were Sirkar and 27 aided as against 31 and 22 in the previous year. The average cost per pupil instructed was Rs. 4, as against Rs. 5 in the previous year.

The strength of the aided Lower Secondary schools was 2,555 (2,236 boys and 319 girls) as against 3,212 in 1094. The grants-in-aid given to Lower Secondary schools amounted to Rs. 19,154 as against Rs. 13,805 in in 1904.

Including the primary department of the Colleges, High schools and Lower Secondary schools of the State, primary education was imparted in 1,005 schools as against 953 in 1094. Of these, 157 were Sirkar, 272 aided and the remaining 576 unaided and indigenous schools, as against, 148, 229 and 576 respectively in 1094. Of the 157 Sirkar schools, 116 were for boys and 41 for girls. Of these 12 were purely Ango-Vernacular primary schools 4 being for girls. The total strength of the primary departments of Sirkar was 28,333 (27,585 boys and 20,748 girls) as against 26,045 in 1094.

The number of aided schools was 272, as against 229 in the previous year, the strength being 37,510 (25,751 boys and 11,759 girls), as against 31,678 in the previous year. The grant distributed rose from Rs. 1,27,285 to 1,75,807. The increase is due to the rise in the number of schools, the employment of better qualified teachers and to the grant of increments to them.

A special feature of the year's administration was the increased encouragement given to the education of the backward classes. Several new schools specially intended for them were opened and all schools in the State were thrown open to them. Free and half-free scholarships were granted to deserving pupils of the backward classes and special scholarships were sanctioned to some for University courses. Koran and Arabic teachers were appointed in schools situated in Muhammadan centres. An allotment

of Rs. 13,000 was utilised in giving free meals, clothing, etc., to the Pulaya pupils. The number of pupils under instruction rose from 9,416 to 16,688 of whom 2,902 were Pulayas.

Even with the transfer of the four special girls' schools to the department of Industries, the total number of girls' schools remained the same as that of the last year, *viz.* 77; of these 41 were Sirkar and 36 aided. The number of girls attending these schools was 24,131 as against 21,506 in 1094. Of the 41 Sirkar schools, 5 were High schools, 3 Lower Secondary schools and 33 Primary schools and of the 36 aided schools, 2 were High schools, 2 Lower Secondary schools, and 32 Primary schools.

Of the 1,483 and 1,583 teachers in the Sirkar and aided schools respectively 664 and 669 were trained men as against 590 and 296 in the previous year. A good many graduates including Honours men were appointed during the year.

The total receipts and expenditure for the year were Rs. 1.92,133 and Rs. 7,85,444 as against Rs. 1,59,009 and Rs. 6,59,645 in 1904. The net expenditure was Rs. 5,93,311 or Rs. 92,675 more than in 1904. Of the total expenditure 5·5 per cent was spent on "Direction and Inspection," 60 per cent on Sirkar schools, 30 per cent on Aided schools and 4·5 per cent on Miscellaneous as against 6,61·4,27 and 5·6 per cent respectively in the previous year. Classified according to the branches of instructions 7·3 per cent was spent on "Direction and Inspection" 2·5 per cent on "Collegiate Education," 11·8 per cent on "Secondary Education," 94·3 per cent on "Primary Education" and 14·1 per cent "Miscellaneous" as against 7·9, 2·3, 14·4, 57·9 and 17·5 per cent respectively in 1094.

Dewan's Concluding Remarks.

Agricultural Development.—The first item of the programme set out last year was the expansion and improvement of agriculture. An investigation was promised last year on the question of bringing additional lands under cultivation. This investigation has been going on throughout the current year. The report of the Dewan Peishkar and the Conservator of Forests, who were asked jointly to make an enquiry, has not yet been submitted. It is a big question as every part of the State has to be visited by both the officers before a satisfactory report can be made. Meanwhile, however, about 2,000 acres of land have been disafforested near Wadakkancherry and will shortly be made available for cultivation.

Kole cultivation is one of the subjects under this head which call urgently for improvement. During the year a committee was appointed to take evidence on the subject from the kole land owners and raiyats and to submit a comprehensive report on the existing drawbacks of kole cultivation and on the methods of rectifying it. The report of the committee was received after the close of the year. Its principal recommendation was to take up the investigation of the Chalakudy scheme by which the waters of the Chalakudy river should be diverted by a dam constructed at a point near Echipara and turned on into the bed of the Trichur lake. Orders have been passed accepting this recommendation and several other subsidiary recommendations made by the committee.

The improvement of village communications is a matter which the raiyat feels only as second in importance to that of the provision of irrigational facilities. This object has been already fully investigated and action is being taken on the results of the investigation. During the year considerable progress was made with the series of embankments and roads over the Chettupuzha and Perumpuzha lakes which cut off the rich cocoanut

country in the southwest of the Trichur Taluk from the Trichur town. The work was completed and through communication opened after the close of the year.

The Government have realised the need for urgently pushing on with works for opening up other villages in every part of the State. A large sum of money has been accumulated in the past from savings in the annual budgets. The dwellers in the villages have urged repeatedly that a portion of this fund should be utilised for a vigorous policy of improvement in communications. The Government have accepted the justice of this contention and have started a liberal policy of grants for this purpose. It is realised that, when there are funds in the reserve not earmarked for special purposes, the claims of rural areas for having new works executed out of the reserve should be admitted and it is not fair to turn them down with the stereotyped reply of "no funds in the budget."

Industrial Development.—Reference was made in the last year's report to the absence of a full-time Superintendent who could devote his time to the investigation of the conditions of cottage industries and their improvement. This want has since been supplied in the current year and the officer appointed to the new post has taken up vigorously the question of improving village industries. Investigations were made by him into the condition of the metal workers, of the mat and the basket weavers and of handloom weavers. As a result of these investigations, proposals were submitted after the close of the year and schemes have been sanctioned for the improvement of the workers in bell-metal and brass at Ernakulam, of the mat and basket weavers in Padiyarm, Elinjipara Kodakara and Chalakudy and of the handloom weavers in Kuthampilly. The principle of all these schemes is to form the workers into Co-operative Societies and for the Government to make initial advances of money to these Societies, and assist them in procuring on easy terms raw materials for their work, and disposing of advantageously their finished product. The middleman who now stands between the workman and the public, advancing money for materials on extortionate terms and buying the product at less than cost price will be eliminated. The more intelligent metal workers of Ernakulam were taken by the Superintendent of Industries to Madura and Dindigal to learn improved processes ; and arrangements have been made for an expert instructor from the Government Trades, School Trichur, to go to Chalakudy to instruct the mat and basket weavers there. In the case of handloom weavers, arrangements have been made by the Superintendent of Industries to import yarn from Madras and to supply it at a uniform and reasonable price to the weavers.

Industrial education has occupied the major portion of the time of the new Superintendent. Government recognise that in this matter we are still far from having attained a stage when our methods may be said to be accurate and sound. The fact is, industrial education in the country is still in its infancy and the Governments that deal with it are groping in the dark and are gradually trying to find light. A re-organisation of the syllabuses and methods of work both of the Central Industrial School at Trichur and of the Rural Industrial Schools has been effected and the training has been made more practical. Better stipends have been granted and longer continuous hours of work are being enforced. A liberal scheme of scholarship for industrial education from the elementary to the advanced stages has been sanctioned. Government have decided not to stint any money in improving industrial education.

As regards larger industries, Government have assisted in the starting of a Tannery by indigenous enterprise. A factory for manufacturing stone-ware

jars and pipes has been sanctioned and is in course of construction Other schemes are also under contemplation.

Commercial Development.—The commercial development of the State mainly depends on the making of the Cochin Harbour. Meanwhile the question of the adequacy of the existing banking facilities for indigenous trade and of the means of expanding them attracted Government's attention. A large committee, mainly of non-officials, was appointed to investigate and report on the question. The committee submitted a useful report which has been under the consideration of the Government. Its main recommendation was the starting of a State-aided Bank at Mattancherry. Orders on this have been postponed pending the ascertainment of exact information as to this Government's financial commitment in respect of the Harbour Scheme.

Education.—Cochin has more than maintained the high place it holds in the field of education in Southern India. Eighty-six per cent of boys and 40 per cent of girls of school-going age are now in school. The number of High Schools in the State has risen from 25 to 28 and the number of Lower Secondary Schools from 53 to 61. Last year I drew attention to the alarming rate at which the educational expenditure was mounting up and said that the time had come to devise means to meet the increasing cost of education. A mixed Committee of leading educationists and lawyers was appointed during the year to revise the Educational Code, to suggest reforms in education and to devise means of meeting the increasing cost of education. The committee went into the subject in great detail and an admirably written report has been submitted after the close of the year. The main recommendations of the Committee are (1) the amalgamation of the existing Malayalam and English Primary Schools, the transfer of the control of these schools to local bodies and the making of the instruction in these combined schools free as it already is in Malayalam Primary Schools (2) the raising of the rate of fees in secondary schools to a level more nearly approaching that of British schools so as to make them self-supporting and limiting the number of High and Lower Secondary Schools to the existing number, unless guarantees are forthcoming that new secondary schools will be self-supporting (3) the imposition of an education cess in the shape of a cess of land and a tax on non-agricultural incomes (4) the raising of the minimum pay of the primary school teacher from Rs. 15 to Rs. 20 in the case of teachers who have School Final Certificates and a revision of pay of the teachers in the primary and secondary schools and (5) a revision of the syllabuses.

These proposals have just been received and are under consideration. That they deserve serious consideration is evident from one simple fact. In last year's report it was pointed out that the expenditure on education had increased from 6·60 lakhs in 1094 to 7.65 lakhs in 1095. It has now increased to 9.05 lakhs and even this figure is sure to be exceeded by several thousands when the revised estimates come to be framed.

A new Leper Asylum was sanctioned during the year and is under construction at Anapara near Trichur. When completed it will form quite an up-to-date modern institution for the reception of lepers. The accommodation will then be adequate for all admissions and the leper law will thereafter be amended so as to bring it into conformity with the new Act passed in British India. This will provide to the public a much larger measure of protection against leprosy than now exists. The Medical Department was re-organised during the year, the number of medical men being increased and their pay raised.

Depressed classes.—The Pulaya "colony" at Chalakudy was completed during the year. This affords suitable accommodation in a healthy spot for 40

families of Pulaya labourers working in agricultural farms in the vicinity. Provision has also been made for giving instruction to the young men of the colony in the three R'S and in making mats and baskets, which find a ready sale at the neighbouring markets and railway stations. Similar "colonies" for Pulayas have also been sanctioned at Narakkal, Cranganur and Azhikode. A large extent of forest land has been placed at their disposal in the Mukundapuram Taluk. Similar "colonies" for the Nayadis have been sanctioned at Pazhayanur and Kunnamkulam. The grant of Rs. 10,000 for improving water-supply made last year has been repeated during the year and will probably ripen into a fixed permanent grant. Even more important than the improvement of the material condition of the depressed classes is the improvement of facilities for their education. The grant of Rs. 10,000 made last year was more than fully availed of and in the current year the revised grant is expected to go up as high as Rs. 24,000. The number of Pulayas in public schools has increased from 200 in 1919 to over 2,900. Several other backward-communities such as Ezhuthassans, Naikers, Vellalers, Chittur Goundersand the Elayathus have submitted various proposals for the improvement of their condition. These representations are receiving attention from the Durbar.

Social Legislation.—The Nair Regulation which was before the public last year became law in the course of the current year. It is yet too soon to record a verdict on its working; but the results so far achieved seem to show that the new law will justify the anticipations of its promoters. The bill for promoting the education of the Nambudiris is still under consideration. The committee that was appointed last year to ascertain and draft a law of inheritance and succession for the Christains of the State has concluded its labours. Its report was received after the close of the year and the draft law framed by it has been published.

Constitutional Reforms. –The measures referred to last year as in contemplation for the increased association of the people with the Government in the task of administration have taken shape. A law for rendering Village Panchayats self contained, administrative and legal units and for giving them increased legal and financial powers has been published. Rules for constituting Panchayets by election have also been published. A Municipal law giving the State Municipalities a considerable measure of financial and administrative independence has been before the public for some months. After the close of the year a Proclamation was published establishing a Legislative Council for the State with a large elected majority. A Taluk Conference was also held during the year to ascertain the day-to-day wants of villagers. The measure was attended with considerable success and it is proposed to make this a permanent institution.

Administration of Bengal.

General Summary of the report for 1918-19.

Commerce and Industries.—Commerce and industry flourished in spite of drastic modifications of the normal course of business necessitated by the war and readjustments subsequent to the armistice.

Labour, as in the previous year, was always in demand, but the supply was much greater owing to high prices. This is illustrated by an increase of 100,000 emigrants passing through Goalundo to the tea-gardens. The Asansol coal mines employed 7,500 more labourers daily, and factories and jute mills nearly 4,000 more than in the previous year.

The Report of the Indian Industrial Commission lays stress on the fact that India is a country rich in raw materials and industrial possibilities,

which want development. Signs are not wanting in Bengal of the recognition of this fact, and definite efforts are being made to stimulate and organize indigenous industry. The appointment of a Director of Industries in 1918 was a preliminary step in this direction. The Peace Exhibition in Calcutta at the end of 1919 opened the eyes of many to the advance already made under the stimulus of war conditions and to the possibilities of the future. Apart from the great jute, tea and coal industries, the Presidency is dotted about with smaller concerns. Machinery, implements and tools for use on tea gardens and in jute-mills and factories are now manufactured in Bengal. Tea-boxes are made in the Duars instead of being almost entire imported from Japan. Hides, oil, sugar, blankets, paper, cloth, silk, bellmetal ware, mats, baskets and buttons from mother-of-pearl or cocoanut shells are all produced in considerable quantities. The Bengal Home Industries Association continued its activities in fostering cottage industries. It placed large orders and secured quick sales.

An examination of the commerce of the Presidency during the year illustrates the disturbed conditions and altered requirements that governed the market both before and after the armistice. Incidentally, it shows how the country might be made more self-sufficing in certain directions. That those conditions failed to reduce the total value of trade much below the highest pre-war figures is an indication of the prosperity and resources of the Presidency. Notwithstanding such adverse factors as shortage of freight, diversion of labour from productive industries, control over exports, unsettled exchange and cable delays, the value of the sea-borne trade that passed through the Port of Calcutta...96 per cent of the whole in Bengal—amounted to Rs. 270 crores as against Rs. 171 crores in the previous year. The increase was 16 per cent in imports and 21 per cent in exports. After the armistice the normal balance between exports and imports became further unsettled, in spite of easier freights, owing to the high rates of exchange which hampered exports but helped imports.

The scarcity and high prices of cotton goods are indicated in the decrease from 766 to 512 million yards of piece-goods imported. The world wide shortage and costliness of metals are sufficiently indicated by the fact that the imports were less than one-third of the average for the quinquennium ending 1915-16. The big silver import of Rs. 3,951 lakhs as against Rs. 821 lakhs in the previous year illustrates currency needs. There was an almost complete cessation of supplies of provisions from Europe, and a large share of this trade was secured by Australia. Oil imported from America fell from 8·3 million gallons to 3·7 million gallons owing to the requisition for war purposes of oil-carrying steamers. Burma, however, more than made up this deficit. In spite of this increase in imports there was scarcity of oil in the interior owing to transport difficulties.

The volume of exported raw jute aggregated nearly 2,216 thousand bales—an advance of 43 per cent on the exports of the previous year. The shipments of gunny bags and cloth were smaller than in the previous year, but their value was higher by Rs. 9½ crores and more than double the pre-war average. Altogether 221 million bags and 269 million yards of cloth were on account of War Office shipments ; 7 million bags were despatched to Argentine for bagging wheat purchased there by the Royal Wheat Commission. The value of the jute trade to Bengal is indicated by the fact that jute exports form 63 per cent of the whole export trade of Calcutta. There was a decrease of 54 million pounds of tea exports due partly to the disappearance of the Russian market. But even so, 225 million pounds were exported, of which only 24 million pounds went to countries other than the United Kingdom. The removal of tea control after the armistice

was welcomed by the planters, as under control little premium is put upon quality. Hides and skins barely increased in quantity in spite of the removal of restrictions after the armistice, but added 13 per cent. to their total value. The needs of Great Britain, Italy and America for leather for military boots and leatherwork naturally decreased after the war.

The United Kingdom took 26·5 per cent of Calculatta's exports, while the United States took 28·4 per cent. Both Australia and America improved their trade, the latter especially as an importer of jute manufactures and an exporter of iron and steel. The figures of the first half of 1919-20 show a further big advance in American trade. Japan made a remarkable rise to second place after the United Kingdom on the list of importers ; her cotton manufactures, metals and tea-chests almost doubled her trade. On the other hand, the figures from April to September 1919 show that the value of her imports into British India have dropped to Rs. 9 crores from Rs. 15⅓ crores in the same period last year. Australia improved her position all round. Russia dropped out altogether—a significant index of the results of Bolshevism.

Agriculture.—Good progress continued to be made by the Agricultural Department during the period. Each district now has its Agricultural Officer and there are nearly a hundred demonstrators. A scheme for the introduction of three or four district farms annually was inaugurated with the sanction for the establishment of the first three farms. A scheme for the establishment of two agricultural vernacular schools was also sanctioned. The distribution of seed of departmentally selected varieties, in particular of winter rice, autumn rice and jute, by sale in small packets is the main item of district work. The demand for the seed of the selected jute variety (*Bombaya Kakya*) is now too great for the department to supply it. It is estimated that on account of the increased yield from these seeds over local varieties the Bengal cultivator will be better off by about a quarter of a million sterling than before. When the total area is covered, the net income of the cultivators of rice and jute will be increased by seven millions sterling. Other lines of activity are demonstration of the effects of manures, the introduction of groundnut into Western Bengal, and measures against the *ufra* disease of rice. In the sericultural section there was a marked increase in the sale of tested seed of silkworms.

All this practical work is stimulated by constant research work upon fibres, rice, soil, insects, silkworms and disease. The Rangpur cattle farm, improved by a change in its system of management, is working on the question of whether the importation of outside blood is necessary or advisable for improving the breed of Bengal cattle. A feature of the period was the growth of small unofficial associations of practical agriculturists, notably in the districts of Birbhum and Faridpur.

Co-operative movement.—The increase in the number of socities during the year was 613, of members 16,000 and of working capital Rs. 37½ lakhs. The societies now have a membership of more than 175,000 persons and a working capital of Rs. 230 lakhs. Better prices during the year synchronised with an increase in financial prosperity ; and repayments of loans were good. One group of societies has succeeded in reducing the normal rate of interest charged in the locality. The Naogaon Ganja Cultivators' Society continued its remarkable career. This society of 3,000 members made a profit of Rs. 3 lakhs during the year ending June 1919 and has completely ousted the *ganja* brokers. Its activities are now being extended in the direction of a purchase and sale society, cattle insurance, a demonstration farm, education, medicine, relief of distress and town improvement. Weaving societies in Bankura also were set upon their feet, a profit made and 500

families kept of the famine relief works which had been opened in that district. Highly successful milk societies were organized for the supply to Calcutta of pure milk at cheap rates.

The central banks continued to flourish, while the Provincial Co-operative Federation succeeded beyond expectation. By the end of June 1919, 49 central banks and 8 other societies had joined it. It received Rs. 10¾ lakhs of the idle funds of its members for investment and repaid Rs. 8 lakhs. Out of Rs 13 lakhs of deposits taken out from central banks at a high rate of interest it repaid Rs. 4 lakhs. It also saved one central bank from disaster during the year ending June 1919.

Police.—Of the 2,911 recruits secured for the rural police during the year, 63 per cent were Bengalis, the largest proportion yet on record. A conspicuous number of the men enrolled as sub-inspectors were graduates and an increased number of officers and men earned rewards. There was a slight decrease in the total volume of serious crime, though dacoities were more numerous, an increase accounted for by the general economic distress which prevailed. The figures of political crime were gratifyingly small and for the first time since 1907 no member of the public was killed at the hands of the anarchists. This result may be attributed to the action taken by Government under the Defence of India Act and Regulation III 1818.

Jails.—The daily average population of the jails advanced on the figures of the previous year; jail offences, however, decreased. The death rate rose above the quinquennial average, but the general health returns were, on the whole, satisfactory. The outturn of jail manufactures was good under all heads; the military authorities were again supplied with large quantities of bandages, twill bags, dusters and blankets, and the quinine sold brought in a profit of over Rs. 1,00,000.

Public Health.—The outstanding feature of the year 1918 from a public health point of view was the outbreak of influenza which swept over the Presidency in two distinct epidemic waves. The first epidemic which lasted about six weeks was characterized by the rapidity with which it spread, the large number attacked, the mildness of the disease, the absence of complications and the fact that it was chiefly confined to towns. This outbreak subsided about the middle of August and for about a month the disease appeared to have disappeared. But in the middle of September there was a recrudescence and a second epidemic have passed over the province, which, although not quite so widespread as the first, was more serious, being characterized by the great frequency of dangerous respiratory and other complications which resulted in high mortality. On this occasion rural areas were affected more severely than the towns. Owing to the sudden onset, rapid spread and widespread nature of the epidemic, as well as the lack of any certain specific against the disease, the medical and sanitary organisations were unable to take effective measures to check its ravages. There is little exact information regarding the case mortality, but it appears to have been under 2 per cent in the first epidemic; whereas in second outbreak it varied from 10 to 20 per cent. or over. The greatly increased mortality was due to the frequency of serious complications, involving either the respiratory tract, the heart or the nervous system. What the actual mortality from influenza was it is impossible to say, but it probably amounted to a total of from 350,000 to 400,000 deaths during the year.

Malaria of a severe type also prevailed, causing a largely augmented death roll. As a result mainly of these adverse factors, as well as of unfavourable economic conditions, the death rate for the Presidency rose from 26 to 38 per mille.

There was a conspicuous development of the activities of the Public Health Department due to the growth of public interest in questions of public health and the closer attention paid to the sanitary organization of local bodies, as well as the special enquiries and experiments in progress. The great need of public health administration in rural Bengal is the organization of a trained sanitary staff, and as a first step in this direction it was decided that each District Board should appoint a qualified Medical Officer of health from 1st April 1920.

The campaign against malaria continued, and several local bodies adopted schemes devised on improved scientific lines for its prevention and mitigation. Steps were also inaugurated for a campaign against hookworm disease, which affects a large proportion of the population (estimated at possibly 80 per cent. or 36,000,000 persons); three special Deputy Sanitary Commissioners with a subordinate staff were appointed to introduce and supervise operations in the collieries, the tea-gardens, the mills near Calcutta, the railways and certain rural areas.

Education.—The publication during the period under review of the Report of the Calcutta University Commission proposing far-reaching reforms in the whole system of University and secondary education constitutes a landmark in the history of higher education in Bengal. The first fruit of its recommendations has been the introduction in the Imperial Legislative Council of a Bill for the creation of a University of a unitary type at Decca on the lines suggested by the Commission.

A measure of great potential value to the progress of primary education is the Bengal Primary Education Act, which was passed during the year. The Bill originally introduced proposed to give to the Commissioners of municipalities and the local authorities of other selected areas the power to make primary education compulsory. Its character was transformed in its passage through the Legislative Council as it was felt that under present conditions a measure providing for compulsory primary education would be largely inoperative; there is at present no organized system of primary education in municipal areas, and few municipalities would be in a position to advance *per saltum* to a compulsory system under municipal control. The Act as passed contemplates a more gradual advance to be secured by a systematic organization of primary education on the voluntary basis. It provides that Municipal Boards should, in the first instance, meet the full demand for voluntary primary education before proceeding to compulsion. If Government are satisfied that a municipality has resources adequate for the purpose, they may issue an order requiring it to provide sufficient facilities for a complete voluntary system. Compulsion, which will apply to boys aged 6 to 10, will be introduced only on the application of a municipality and only if it has met its obligations in regard to voluntary education. Power is at the same time given to Municipal Boards to levy an educational cess for the furtherance and development of primary education, whether voluntary or compulsory, if their existing resources are inadequate for the purpose.

Two new arts colleges, teaching up to the intermediate standard, were established, one at Faridpur and the other at Bagerhat, the number of arts colleges for Indian male students consequently rising from 31 to 33. The number of high schools has risen by 114 or 16 per cent. in the last two years. The increase of pupils has, however, been scarcely commensurate, the total of those under instruction rising in the same period by only 14,406 or 6·6 per cent; there is reason to believe that in some places this disproportionate growth of schools and pupils is due to rival high schools springing up with consequent overlapping.

The attendance at primary schools was affected by the prevalence of epidemic disease, especially influenza, and by adverse economic conditions, as a result of which the enrolment in schools for boys fell by 38,000. With the help of an Imperial grant of Rs. 51 lakhs the Education Department was able to resume the panchayati union scheme which was started some years ago in Eastern Bengal with the object of providing each union with a decent primary school, but had to be suspended owing to financial stringency. Under this scheme 119 primary schools for boys and 30 for girls were established during the year, and the grant will ensure similar progress each year, so that in course of time every union will have a primary school conducted on improved lines. Owing to this and other Imperial grants the proportion of the expenditure on primary education met from public funds has risen with a corresponding lessening of the rate borne by fees. On the creation of the Presidency public funds contributed under 30 per cent., but in the year 1918-19 they contributed nearly half of the expenditure.

There was steady progress in the field of female education, the number of institutions for Indian girls increasing by 622 and the number of scholars by 8,215. An interesting feature was the fact that the number of Hindu girls at school fell by 1,635, whereas there was an increase of nearly 10,000 among the Muhammadan girls. On the creation of the Presidency the Hindu girls under instruction outnumbered the Muhammadan girls by 40,000; but since then the Moslem community has shown an increasing readiness to take advantage of the opportunities offered them for the education of their girls, while the Hindus have lagged behind. Since 1912-13 the number of the latter has risen by only 21,000 or 17 per cent, whereas the enrolment of Muhammadan girls has risen by 63,000 or a little over 70 per cent.

PUBLIC WORKS.

Irrigation in Madras.

Development of Panchayat Management.

The Government have for sometime past had under consideration the best means of minimising the temptations to corruption which are believed to exist in connexion with the distribution of water and the advisability of taking steps to afford increased opportunities of consultation between officers and raiyats particularly in the deltaic tracts as regards irrigation matters generally. The surest way of preventing illicit practices among subordinates is to encourage the accessibility of superior officers to the raiyats and to give the latter facilities for bringing before those directly concerned at first hand their grievances and complaints with regard to water distribution and drainage facilities.

The Government therefore direct that the Executive Engineers of all divisions should hold conferences with leading raiyats annually, or more frequently if they think it expedient in each taluk of the deltaic tracts and in each revenue division of the non-deltaic tracts. The dates and places of such conferences should be decided upon in consultation with the Collector and notified in the district gazette not less than three weeks in advance and the Revenue officers should be invited to participate.

It is further desirable that the system of panchayat management of distributary channels should be extended and improved. Proposals for attaining this end should be put forward wherever possible and advantage should be taken of the conferences above ordered to discuss details and remove difficulties.

PART IV.—Miscellaneous.

Mysore Sugar-cane Industry.

NOTES BY MR. S. A. RAMASWAMY IYER, EXECUTIVE ENGINEER ON SPECIAL DUTY.

1. VANIVILAS SAGARA.

General and Preliminary.—The Vanivilas Sagar popularly known as the Marikanve Reservoir commands about 26,000 acres situated in 39 villages, under 3 canals, *i.e.*, High Level, Low Level, Left and Right Bank Canals. Of these about 11,531 acres were formed into blocks and car-marked for the benefit of canal water irrigation. Of this land 8,635 acres are under holding. The rest of the occupied area of the Atchkat is retained by the raiyats as dry, paying only dry assessment (about 2 to 4 annas per acre) though the lands are under command.

2. *Land available.*—The private lands in blocks are plots on which capital and labour have been expended by the raiyats. These lands may therefore generally be left to the raiyats themselves. There is thus the unoccupied or Government land in blocks and also lands outside the blocks. It is only in the last 7 villages of right and the 7 on the left side that large and compact areas exist. In the first 25 villages there are mostly narrow strips of isolated land, of small extent and some times cut up and saline. These are not suitable for the purpose in view. Lands have therefore been selected only in the last 14 villages. Advantage has been taken of all suitable Government land wherever they may lie. Private lands outside the blocks have also been taken. It is only in exceptional cases that private block lands are proposed to be acquired, *i.e.*, where one or two isolated plots are entirely surrounded by other lands proposed for sugar-cane planting. Such cases are very few, the course proposed may be rather welcome to the owners eventually.

3. As regards private lands outside the blocks, it may be clearly stated at the outset that these lands are a surfeit to the existing raiyat population. It is for this very reason that the benefits of canal water were confined only to a restricted area and not to the whole atchkat at large. The holders have been allowed to retain them paying only dry assessment. Now that the time has come when a demand has risen for these lands and Government may realize a return on the capital invested on this project, there need not be any hesitation to acquire these lands for this purpose. The raiyat cannot take advantage of it himself and utilize the irrigation facilities created by the Government at a heavy cost. The purchase from him by the Government at a reasonable price, for a better use and a better return which is their legitimate due, can be by no means considered unfair or vexatious. At the same time Government have the power to revise the blocks so as to include

all these lands. If this is done wet assessment will fall due, the immediate result of which will be a wholesale relinquishment, or reversion of these lands to the Government for arrears of revenue. This would certainly hit the raiyat harder. A perusal of the statements giving the population of the village, the area under command and that under cultivation and the reports on the introduction of the block system would make this perfectly clear.

4. Extent of land:

The area now proposed for sugar-cane consists of:—

	Private lands		Government lands		Total	
	Ac.	G.	Ac.	G.	Ac.	G.
Right Bank Channel ...	2561	12	2091	3	4,562	15
Left Bank Channel ...	3620	27	2985	16	6,622	31
Wet ...	116	31				
			Grand Total ...		11,285	9

These lands are situated on the seven tail end villages of each channel. The price of dry land in these villages has been ascertained from the local revenue officers and registered sale deeds to be up to Rs. 50 per acre; wet from Rs. 100 to Rs. 150 per acre.

5. *Prospects of Sugar-cane.*—The remarks on the cultivation of sugar-cane in general in the report on the Bhadra valley are applicable here *mutatis mutandis*. The two main factors in growing sugar-cane are (1) Water-supply and (2) Soil,

Water-supply.—Below Vanivilas Sagar the water-supply is assured. The lake could supply water for about 15 thousand acres a year. Since the area under holding in the blocks is 8,000 acres, about 7,000 acres, more could be taken up each year. But the area now proposed for sugar-cane blocks is about 11,285; only one-half of this or 5,650 could be under cane each year. On the other half the cane would be in milling during summer and have a manurial or a catch crop of Thadi fasil during the monsoon. So far the water-supply may be considered adequate enough. If however paddy should be grown, there is risk of the water running short. It will therefore be necessary either to reduce the total area available for sugar-cane or prohibit paddy to be cultivated in rotation with cane. Since sugar-cane is the main issue, I would suggest not only in the interest of sugar-cane itself but also for the economy of the lake water to prohibit paddy. Any Sugar Syndicate of Corporation will probably agree to this condition without a demur since the alternative would be a reduction of sugar-cane area. For the same reason it may be necessary even in the case of lands in blocks to revert to the old system of paddy cultivation during the monsoon instead of during the hot weather, reserving the summer supply to perennial crops only. But this is only a contingency.

Soil.—The bulk of the land is mostly red soil and in places somewhat stony. Plots below tanks and tank beds and valley lines have black loam and deep deposits of silt. Disintegrated schist chloritic and micasene is also present in places. On the whole, the lands stand irrigation well and drain freely. As regards fertility the majority of land, is of ordinary quality, some even poor. Salt efflorescence is not visible on the areas now selected. This is confined mostly to the first half of the canal reaches.

Doubts have been expressed in some quarters that the Marikanve locality is not desirable for sugar-cane growing on a large scale as the soil is not good.

The soil is not certainly ideal for sugar cane but not so bad as to preclude or discourage its cultivation. It is quite possible to grow sugar-cane and do it at a profit. Sugar-cane can be and is grown upon almost any type of soil which has an adequate water-supply. Fertility is a matter of secondary importance. Wherever the soil is naturally deficient in it, the necessary amount could be artificially put in, at an extra cost which is not a matter for serious consideration in the case of a large joint stock concern having capital and resources, and after all it is a question of time as to how soon even a soil naturally very fertile would get depleted under an exhausting crop like sugar-cane, rendering artificial recuperation necessary. In places the top soil is shallow but it is only extra trouble at the outset to open it out; in the course of a very few years under good tilth and proper handling, it may be brought up to the required standard. Salt however if present in the soil is a serious difficulty, but in the lands now proposed, the existence of saline impurities is not apparent.

Facility of procuring fertilizers.—Fat lime of good quality is locally available. Chitaldrug district and the neighbouring taluks of Tumkur grow large quantities of oil seeds which, if crushed, would ensure an adequate supply of oil-cake. This may be done during the time the cane crushers are not working. Chemical manures have to be imported. Much may be done by green manuring and growing leguminose or nodular crops on the land itself.

Transport.—Hiriyur which is the central place is the junction of the Salem-Bellary road, the Bangalore-Dharwar road and Hiriyur-Hosdurga and Hiriyur-Huliyar roads. When the plantations spring up it may be necessary to connect them with each other and the main road. An estimate to open out roads connecting the villages in the irrigable area was prepared some years ago and came to about Rs. 40,000. With the present rates it may come to about Rs. 75,000. The Chikjajur-Chitaldrug Rail road now under construction is intended to be brought up to Hiriyur. When this is done, all the cane area would be within short and easy reach of the rail head.

Additional Lands.—If more area is wanted it is easily possible to extend both the right and the left bank channels by 4½ miles and 10 miles respectively and bring in about 1,000 acres on each bank. But this hardly seems necessary. The approximate cost of these extensions would be a lakh of rupees.

Works required.—To ensure a satisfactory supply for such a large area certain additional works to the irrigation system are urgently necessary. These are:—

(i) (*a*) To raise the crest level of the Katrekanhalli anicut by a foot or a foot and a half. It is found that, with water at crest level in front and the shutters of the head sluices fully open, the channels could not draw the full discharge with the water in the rear at F.S.L., *i.e.*, 6.

(*b*) To raise the berms crests of weirs and side walls of aqueducts so that the canals may run the designed full supply without overflowing. (Approximate cost Rs. 2,000+Rs. 10,000).

(ii) To breach the Maskal big tank and Ambalgere tank and render their beds available for sugar-cane cultivation. The lands below these two channels are completely commanded by the canals. (Approximate cost Rs. 10,000).

(iii) To extend the Kundalgura branch channel to the other side of the stream and build an aqueduct across the stream. (Rs. 2,000).

(iv) To build up the waste weir of the reservoir to F. S. L. so as to impound the maximum quantity of water. Last year over 9,000 units of water have escaped over the gap in the weir. This is part of the original project itself. (Estimate pending sanction).

Concluding Remarks.—All things considered, the Marikanive locality offers fair prospects for growing sugar-cane on a large scale. Suitable sites for the erection of a sugar factory are available. It is possible to obtain large areas of land at a cheap price. The irrigation facilities are excellent. There is no reason why a large and flourishing concern should not spring up and develop here. The whole of the British Empire is now seriously taking up the production of sugar. The earlier we make a start the better. It is also possible that the establishment of a large industrial concern like a sugar factory below Vanivilas Sagar may create a market for the Hydro-Electric Power now lying dormant in its waters.

II—THE BHADRA VALLEY.

The country examined is roughly 18 miles long and 3 miles broad lying on both banks of the river Bhadra, extending from Sidlipur on the west to Holehonnur on the east, with Benkipur as a central nucleus under command of the Gopala Anicut System now under construction.

2. I enumerate below such of the main details of this scheme as is necessary for the purpose of this note. There are 2 canals—one on each side. The right bank canal which is now under execution is to be 40 miles long and to irrigate about 10,460 acres, *i.e.*, 3,433 existing wet, 4,080 dry, 152 garden and 2,796 waste. Left bank canal length projected about 37 miles and to irrigate 10,470 acres made of 7,880 acres, *i.e.*, 1,490 waste, 3,694 dry and 2,673 wet and garden in Government and 2,593 acres in Inam villages.

3. The locality was examined with special reference to the following points :—

(1) Extent of land available.
(2) Soil and general lie of the country.
(3) Irrigation facilities.
(4) Climate.
(5) Transport.
(6) Other facilities.

(1) *Extent of land available.*—Below both canals there are 4,286 acres of Government waste and 6,257 of wet and garden besides 7,774 of dry lands under holding, which may be negotiated at a reasonable cost. The minimum requirement of a moderate factory is about 2,500 acres of cane per each working season. We want therefore at least 5,000 acres on the alternate rotation system and up to 7,500 acres on the triennial rotation. It is quite possible to get this area and form them into convenient block. Additional land could also be commanded by moderate lift. We will revert to this point later.

(2) *Soil and general lie of the country.*—The prevailing soils on the right side are black loam with vegetable humus, sandy loam, brick mould earth and red soil. The soil is sufficiently gritty to admit of good aeration and drainage and just clayey enough to retain moisture without becoming heavy or too wet. Here and there, there is schist but it is the exception. There is no indication of white or black alkali apparent anywhere. The top is fairly deep. Wherever the facilities exist the raiyats are now growing sugar-cane in small patches. The left side is also similar but could not be examined in such detail as the canal is not lock spitted.

The lie of the country is gently undulating with easy slopes. The laying out of the plantations, drainage and use of power-tractors, etc., may not present any special difficulty.

(3) *Irrigation.* The Gopala anicut canals could each run water enough for over 10,000 acres. The Bhadra discharge during the irrigation season is enormous. Even the hot weather discharge would be ample for sugar-cane requirements. The irrigation facilities are adequate.

(4) *Climate.*—The climate is quite suitable, warm, humid, with intervals of dry weather. The rainfall is about 30 to 35 inches. The summer is hot and dry with plenty of sunshine and no rain.

(5) *Transport.*—Benkipur which is the central place is a Railway station. The Shimoga-Tarikere road and Benkipur road meet at Benkipur and run right in the middle of the irrigable area. Masarahalli station is near the 1st reach of the right bank canal. The Forest Tramway to supply fuel to the iron works runs practically alongside the right bank canal up to Benkipur The transport facilities are therefore unique.

(6) *Other facilities.*—Lime stone necessary for liming the soil is locally available. Plenty of leaves and leaf mould can be easily got from the Forest in the vicinity. The three taluks of Shimoga, Channagiri and Honnali which are round the proposed area, grow about 15,000 acres of oil seeds every year. The neighbouring taluks of Holalkere and Hosdurga, Davangere of Chitaldrug District and Tarikere and Kadur of Kadur district are growing much larger quantities. With an oil Mill located at Benkipur as an adjunct to the Sugar Factory and run by the same management there should be no dearth of punnak or oil-cake to fertilize the cane plantations. Oxide of iron and Manganese may also be easily procurable. Cheap fuel is available. There are even now patches of sugar-cane scattered over the locality wherever facilities exist. Once the canals are completed and cane planting started the raiyats owning lands would naturally grow cane especially as the factory could buy up all the cane that the locality could grow and thereby save the raiyat the time, trouble and risk of milling the cane, making the jaggery and marketing it.

4. *Formation of sugar-cane blocks.*—Land in large blocks fit for growing sugar-cane can be had under both canals, on the right from the 14th mile to the end and on the left from the 17th mile. The total area in the section is 7,550 acres, *i.e.*, 2,324 Government waste, 2,705 occupied dry, 2,501 wet. This whole area could be formed into a single block or a number of smaller blocks and of just enough extent, as may be found convenient later on.

Left.—On this side three blocks are possible.

No. 1 Government	Waste	390	Hebbandi
	Dry	851	Neeralkere
	Wet	930	Kavalgundi
			Donabagatte
	Total	2,171	Tadasa
No. 2 Government	Waste	526	Mattighatta
	Dry	1,132	Catikeray
	Wet	946	Venkatapur
			Buklapur
	Total	2,604	Gandanaikanahalli
No. 3 Government	Waste	128	Kasbakundli
	Dry	1,074	Hoysanahalli
	Wet	954	
	Total	1,456	

The intervention of Inam villages on the left bank renders this separation imperative.

5. An examination of atchkat reveals that under the right bank about 30% is Government waste and under the left only 15%, the rest being occupied land. Such a large preponderance of lands under holding in a new project like this is a very usual feature. The Government lands are isolated. It is not possible to form any blocks of these lands alone. Fairly extensive acquisition is therefore rendered necessary. The dry land is nearly 57% and wet land 43%. All garden land which is really the most valuable may be left out. The dry land includes both uncultivated and cultivated. Its value varies from Rs. 50 to about Rs. 150 per acre and in Holehonnur hobli goes up to Rs. 200 in some cases. Wet land is worth from Rs. 100 to Rs. 300. A rate of Rs. 100 for dry and Rs. 200 for wet may be taken as a fair average.

6. The Benkipur locality possesses all the facilities necessary, only a sufficient area of Government waste land is not available, so that acquisition of occupied lands is rendered necessary. But land acquisition is not a difficulty that is insurmountable. Large acres of land for cane-plantations to feed sugar factories interfere with vested rights. Lands have to be acquired and special facilities for water will have to be afforded. Even special legislation, if necessary, may be resorted to. The Government of Bombay are concerting measures to legislate in this behalf. The remark of their Special Committee is worth quoting.

* * * *

"We are of opinion that legislation on the lines of the Town Planning Act should be undertaken for establishing a factory, farm or other objects of his kind".

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"We recognize that Deccan irrigation largely depends upon sugar-cane, that sugar-cane growing cannot be developed to its full extent until sugar-making is put on a factory basis and that factories cannot be established unless land in large blocks can be assigned to them. The proposed bill should therefore provide for the taking up of land on new canals for lease to factories to enable them to secure an adequate supply of raw material. It is possible that operations of this kind might be begun by using the land acquisition regulation and by executive action. But it would be advisable to provide specifically for them by definite legislation. We think it would be equitable to take a large area a part of which would be assigned to a Company and the remainder of which should be returned to the landholder *pro rata* as far as possible in convenient blocks with rights to water."

The land under the Gopala anicut project may be treated in the manner suggested above.

7. *Financial.*—The question of lands being settled, it now remains how best to get the capital and start a factory. For many reasons it seems undesirable to start and work a sugar factory purely as a State concern. The best course seems to be to negotiate and invite a joint stok concern, Government taking shares and participating in the profits, the Government shares being for:—

(1) Capital cost of project.
(2) Value of land.
(3) Capitalised abatement of revenue.
(4) Interest till dividendsare declared.
(5) Sinking fund for the project.
(6) Capitalised value of repairs and maintenance.

The Government should hold a sufficiently large interest in the concern and at all times retain the control in their lands so that the promoters or

Directors of the Company may not "run away". If necessary a portion of the shares may be underwritten for the Mysore Public.

8. The present time is very opportune. The land is there, the capital may be forthcoming. Other difficulties are bound to vanish. The early establishment of one industry may be the forerunner of many more.

9. *Concluding remarks.*—It will be seen from the above that the Benkipur locality Commanded by the Gopala anicut system possesses great advantages as a possible centre for the establishment of a sugar factory. Benkipur as the seat of the iron factory will very soon rise in importance. It will certainly conduce to better industrial activity to group round this place other manufacturing concerns which are none the less valuable.

III. BENKIPUR.

General.—The lands now proposed for sugar-cane plantation comprise an area of 15,125 acres, situated in 35 villages under the Bhadra channels. Fifteen villages are under the left and 20 under the right. The area under the left channel is 6,251 acres made up of 1,394 acres of Government land and 4,857 acres of private land, *i.e.*, 4 acres garden, 2,774 acres dry, 2,079 wet. Below the right channel the area is 8,874 acres, *i.e.*, 2,651 of Government land and 6,223 acres of land under holding made up of 6 acres garden, 3,283 acres dry and 2,933 acres wet.

The lands on the left bank have been formed into 3 blocks. Those on the right are contiguous and may therefore be one block. Garden lands on which the ryots have expended capital and labour and which are very valuable to them, have not been proposed for sugar-cane, unless in isolated patches of a few guntas. Koppa village below the right channel has valuable gardens aggregating 68 acres 18 guntas. These are not proposed for acquisition.

2. *Suitability to sugar-cane.*—The varieties of soil met with are dark loam, sandy loam and red soil, more or less suited to growing high rated irrigated crops. Of the fifteen thousand and odd acres over 5,000 acres are existing wet lands on which paddy and other irrigated crops are being grown and 1,000 acres of tank beds. These lands would take on sugar-cane well. The rest of the area is made up of 6,060 acres of dry land and about 3,000 acres of Government waste, consisting of Gomal, Hulbani, reserve, Gumpu topes, etc., which is practically all virgin soil. Thus out of a total of 15,000 acres, about 11,000 acres are cultivated and 1,000 acres of tank beds with deep deposits of slight. The soils have not been chemically analysed or examined by an expert of the agricultural department. I believe this will be done sooner or later. To the eye of the irrigation man the locality looks good enough, in fact better than many other. The local cultivators are also of this opinion. The large percentage of occupied land and the high rate of assessment may be taken as a fair indication of their suitability for intensive farming or cultivation of high-rated crops.

Sugar and Jaggery.—Next to Kolar, Shimoga is the largest sugar-cane growing district averaging about 7 to 8 thousand acres per year. Shikarpur taluk has the largest area under sugar-cane in Shimoga district. Shimoga and Honnali have also a fair area. Sulekere tract in Channagiri taluk is another locality. The total output of jaggery from these places amounts to some thousands of tons. This state of affairs apparently looks as though that if a sugar factory is established at Benkipur, its sugar will have to compete with the jaggery of the district. This instead of being left as a rival and

a menace to the refined sugar can be turned to direct advantage by being bought up by the Syndicate that controls the factory and refined during the off season for milling. The growers could all be subsidised in advance and bound down by long term leases. This will be quite an easy matter because as far as the grower is concerned he does not care who buys his jaggery and would certainly prefer the long-term factory purchaser as being a sure and certain customer, though at a somewhat less price than the retail merchant. He has no risk to run of his jaggery deteriorating in his store. Moreover the influence and active help of the factory people may be utilized to induce the raiyat to take to better methods of cultivation, better varieties of canes and fertilizers and improved methods of manufacture which mean so much more output.

The present yield per acre is poor. There is a great deal of room for improvement in this direction. When some of the irrigation schemes now under consideration, such as Anjanapur, Amboligola, etc., are executed, a considerable area would become available for sugar-cane cultivation, in which subsidiary factories could be established for manufacture of jaggery to feed the central ferinery at Benkipur. The present and the future production of jaggery in the district need not necessarily be a serious rival to the factory but may be utilized as a useful adjunct.

Bye-products.—The manufacture of alcohol is another profitable direction in which the jaggery and molasses could be used up. Alcohol required for various industrial purposes, such as power, lighting and heating, rum and alcoholic spirits for human consumption could all be manufactured. When this is done, the central distillery in Bangalore may be wound up. Molassine meal for cattle food may be produced. The carbonic acid gas produced by fermentation could be compressed into steel flasks and sold to aerated water manufacturers. These are some of the directions in which the possibilities lie.

Extent of land limited by summer discharges.—The maximum area possible at any one time under cane for this locality below the Gopala anicut channels, is limited by the minimum summer discharge of the river. This from the gaugings available is made out to be about 150 cusecs. 6 to 7 thousand acres of cane could therefore be grown: but in the interest of the cane it is necessary that the whole of the summer discharge should be reserved for this purpose.

The total area now proposed is 15,124 acres. The blocks are sufficiently large so that even if triennial rotation is adopted, the factory may have enough cane. It is also likely that some of the lands may have to be thrown out for various reasons. When examined by agricultural experts the composition of some of the soils may not come up to the mark. As far as possible the best lands available have been selected but there is scope for all probable reductions.

How to get the land.—The question naturally arises which is the best way of taking over the lands for the cultivation of sugar-cane. There is a great diversity of opinion on this matter. One way is outright acquisition. Another is inducing the present holders themselves to grow cane without actual dispossession. Between these are suggested a number of compromises. In the Nira Canal sugar concern recently launched out near Poona, the ryots have agreed to grow and supply the cane partly on payment of price and a system of profit sharing. Under the Nira Canal, there is an intelligent and educated ryot population who are alive to the situation, which is not the case at Benkipur. A system of long lease may be tried, say for 99 years. All that the factory requires is a steady supply of cane of the right quality and proper quantity. It is however useless to expect that our own raiyats

would grow them under any inducement. The alternatives open are therefore either outright acquisition or a long term lease which practical y amount to the same thing. I would personally prefer acquisition as being the simplest and the most direct in spite of the unpopularity and howl it is likely to create in the beginning. I suggest that no contribution need be levied for conversion of dry lands into wet for the Gopal project, so that no inconvenient rights could be set up. The prevailing prices for the wet and dry lands have been indicated in the preliminary note. Subsequent enquiry confirms them Many of the holders have a surfeit of land. They told me on enquiry that they cultivate only a third to one-half of their lands each year, taking the plots in rotation. This is probably one reason why the prevailing price is not so high as might be expected.

Concluding remarks.—The main features discussed in this note are the extent of the land and the facilities for irrigation. The financial aspect of the concern has been purposely omitted, as being beside the scope of this note. This much however may be safely said that the prospects are good. Even with the possible reduction in the price of sugar in future, good returns seem practically assured. Compared to the Marikanive area the Bhadra locality possesses better land, better facilities and better scope for future expansion.

The present note is practically a continuation of the preliminary note already submitted and may be perused with it.

IV. SULEKERE AREA.

The Sulekere Tank is one of the old historic tanks dating its origin to the 11th century. The tank and channels were restored about 20 years ago. The more important survey details are as follows:—

Total drainage area	365	sq. miles
Unintercepted	226	do
Water-spread at F.S.L.	10·25	do
Capacity	11,994	units
Total wet and garden below	4,100	acres
Area actually cropped	3,300	do
Extent of date reserve under command ..	2,800	do

There are two canals taking off directly from the tank with a wet ayakat of 2,700 acres and a number of voddus or lifting dams across the main stream with channels leading off from them. These are:—

1. Kulmenhalli Voddu.
2. Katalgere Voddu.
3. Rambayir Voddu.

There are two channels from the first and one from each of the other two. The channels are Tyavanage channel, Belalkere channel, Karihanur channel. The total wet ayakat below all these is 1,400 acres. All these are comprised under the Sulekere system.

2. It will be seen from the above that the tract comprises a total area of nearly 7,000 acres of which about one-half only has so far been made available for cultivation. The other half practically remains unutilised though most of it is under date reserve. The reasons for this are many, but the fact that so much area does exist is enough for the purpose of this note. Assuming that this area is available I shall prove later on that this may be done without serious detriment to the interests of the Excise Department. It may be considered how far this area could be usefully utilised for planting sugar-cane for feeding a sugar factory.

3. *Water.*—Without going into details it may be stated that the capacity of and supply to the tank are enough to adequately serve the whole of this area if properly handled. Though the rainfall in the locality is only 25 inches, the tank can be depended upon to supply all the water necessary.

4. *Soil.*—It is admitted on all hands that the Sulekere soil is very good and quite fit for growing sugar-cane. I may quote from a well known authority. "The richest soil of the district is in the north-east from the Sulekere north-wards. The black soil here prevails." After the restoration of the channels hundreds of acres of sugar-cane were being grown here. Quite recently when the tank was under the management of the Irrigation Division the sugar-cane area more than quadrupled itself within three years. There is no doubt therefore about the possibility of the tract and that, given proper facilities, the cultivation of sugar-cane could be rapidly developed. The quality of the soil may, however, be referred to the Agricultural Department for an authoritative confirmation.

5. *Transport facilities.*—The Sulekere tank is 19 miles from Saslu Station, 26 from Davangere, 26 from Holalkere and 32 from Benkipur. Davangere is the nearest from the centre of the irrigable area. Four roads meet at this place. Though not itself a railway station, the place is fairly accessible.

6. *Condition of the irrigation system and improvements needed* —This has formed the bone of contention especially between the Revenue and the Public Works Departments for a number of years. Ever since the tank and channels were restored and handed over to the Revenue Department for maintenance, the canals and distribution system have steadily deteriorated as a result of cumulative neglect by the raiyats with the inevitable result that much water was wasted and the lands starved. Nothing appreciable was done till Sir M. Visvesvaraya took up the matter in hand and drafted a programme of works necessary to place the system in order. Till now only a part of the programme has been carried out but the conditions are much better. More works are necessary before the system could be considered satisfactory. Some of these have been separately dealt with by the Public Works Department in the usual course. The distribution system has to be completely renovated. Land drainage and protection from flood have to be arranged for. For lower Voddus, head sluices and canals have also to be rectified. The total cost of all the necessary works may be put down at Rs. 1¼ lakhs. If a sugar factory is to spring up at this place and cane planting on a large scale is to be resorted to, practically doubling the total area to be irrigated, these works have to be taken up at once and vigourously pushed through and satisactory arrangements devised to maintain the whole system in good order.

7. Can the land be made available without detriment to the Excise Department. The total date reserve in this locality is about 5,000 acres of which about 2,800 acres are under command of the canals. These lands are valuable to the Excise Department as the taluks of Honnali, Davangere and Channagiri draw their supply chiefly from this region. The gross toddy revenue to the Government including tree-tax, shop tax and all is about Rs. 42,000 per annum. Though both the raiyats and the Revenue Department have been repeatedly urging for these lands to be thrown open to cultivation, the Excise Department has been releasing them only in tabloid instalments, the reasons being that there were lands other than date reserves that could be made available for darkhasts and that these reserves were of immense value to the department. Now that as much irrigable land as is possible to get is wanted for cultivation of a high-rated crop, the first of these reasons vanishes. As regards the second it is rather fallacious. The

number of trees tapped for toddy per year is about 5,000. For the latest year in which the Excise Revenue has been highest, the trees tapped were 5,432 with a gross revenue of Rs. 43,088-14-0.

8. It was ascertained from the officers of the Excise Department that about 8,000 to 10,000 tappable trees would be the probable requirement of this locality and at least four times this number would be necessary so that they may be tapped in rotation. If instead of four, a factor of safety of ten be adopted, there will be absolutely no risk. The lists appended* to this note show the date reserve areas in this locality both in the canal and non-canal villages and also the number of trees of different denominations, *i.e.*, first class fit for tapping, second class reserve tapping, not so good as first, and plants that may grow up into trees in course of time. In non-canal villages alone, there are over 1,800 acres of date reserve. In canal villages there are about 1,000 acres above the canal and 2,800 acres below the canal. From the statement appended it will be seen that even if all the area not commanded by the canal be neglected the few irrigable numbers aggregating a total area of 349 acres 27 of which are below main canal. 178 acres containing first class trees, 57,098 second class, 23,625 and.... .....plants 41,940 would be found quite adequate. There is no reason therefore why the rest of the area should not be released for sugar-cane cultivation. Some of the villages are practically wholesale reserves though admirably adapted for cultivation. Some of these are also Amrut Mahal reserves. As there are other reserves in this tract this irrigable kaval is not necessary for this department either. Many of the numbers have only a lining of date trees round the margin and the inside is flat and open. In fact all survey numbers having less than hundred first class date trees to the acre can be released for cultivation. From the above it will be clear that of the date reserve under command, 2,700 acres can be released without detriment to the Excise Revenue.

Besides this there are under the two main canals alone a large area held as dry by the raiyats. They may be given the option of converting it into wet, if not it may be acquired for cane planting. Thus under the main canals alone an area of 3,570 acreas made up of 2,750 acres Government land and 820 raiyat's dry can be made available for sugar-cane. Some more area may be available under the Voddus but these may for the present be left out until it is seen that at least blocks of 500 acres may become possible. As regards the price of land, opinion is rather conflicting. The Amildar's value is Rs. 100—200 per acre. Some of the leading raiyats whom I consulted are of opinion that land can be had at Rs. 50 an acre. Probably both are true. Land is cheap in some of the villages It will, however, be safe to take the maximum value appraised by the Amildar.

Concluding Remarks.—The Sulekere locality certainly offers many advantages for a sugar-cane plantation. The area that is available is about 3,400 acres. By enlarging and extending the main canals more land could be brought under but it is not likely in the near future and may therefore be considered outside the range of practical politics. If 3,400 acres are considered not enough for a sugar factory the first attempts may be limited to manufacturing jaggery and develop it later on to making white sugar. A certain amount of expenditure will be necessary to improve the irrigation system. The whole question hinges on whether it will be possible to get the Excise reserves for cultivation.

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*Omitted here.

W D 2053—GPB—750—4-6-21.

PART I—Orders of Government (Mysore).

FINANCIAL.

High Price Allowances.

REVISED ORDERS.

The allowances now granted were sanctioned as a temporary measure in view of the abnormal conditions brought about by the war. The prices of the necessaries of life have now fairly settled down, although they continue to be higher than the prewar rates. The Government, therefore, consider that the time has come to place these additions to salary on a permanent basis abolishing the allowances as such, and giving in lieu of them suitable increases of pay, entitling also to increased pension.

The total grant for high price allowances to non-gazetted officers amounts to about 26 lakhs of rupees per annum. Having regard on the one hand to the general rise in the cost of living, and on the other to the financial resources of the State, the Government have decided to grant permanent increases of pay to the non-gazetted staff at a total cost of Rs. 16 lakhs.

Representations have from time to time been received by Government from Associations of non-gazetted officers in the State asking for the same rates of salaries as have been sanctioned in the adjoining British Indian Provinces. Government are aware that salaries of both gazetted and non-gazetted officers in British India have been substantially improved recently. The finances of the State do not however admit of corresponding increases being given here at present.

The revision of salaries consequent on this order will have effect from 1st August 1921, and should be undertaken immediately by the Heads of the Departments concerned in consultation with the Comptroller. Definite proposals for revision should reach Government through the Comptroller by the 31st July 1921. The grant available for this purpose for each department will be communicated by the Comptroller at once.

G. O. No. Fl. C. 1-50—S. & A. 23-20-59, dated 15th June 1921.

REVENUE.

The Mysore Inam Commission.

EXTRACTS FROM THEIR REPORT.

The accompanying report of the Inam Commission appointed to investigate the relationship between inamdars and tenants, etc., is published for general information. Those desirous of expressing their opinion on any of the subjects dealt with in the report are requested to communicate the same to the Secretary to the Government in the Revenue Department not later than 31st July 1921.

REPORT OF THE INAM COMMISSION.

Brief History.—The relationship between inamdars and their tenants has been a vexed question for years. At the 1914 Session of the Dasara Representative Assembly, it was urged that, as the law relating to the rights and responsibilities of the holders of inam villages and their tenants was defective, it should be more clearly defined, that facilities should be provided for the compulsory introduction of Survey and Settlement into inam villages and that the individual responsibility of the co-sharers in inam villages for the payment of the quit-rent due on their shares should be enforced instead of the whole village being proceeded against for the default of a single co-sharer. Though a *bill* was before the Legislative Council authorising the introduction of Survey and Settlement into an inam village if not less than ¾ths of the vrittidars or co-sharers agreed to that course, Government in their Order No. R. 10103-111—L. R. 608-14-2, dated 14th May 1915, considered that, as the bill would only provide a partial solution of some of the difficulties brought to notice, it was desirable that the question should be thoroughly examined from all points of view. They accordingly appointed a Committee with the late Mr. K. Doraswamy Iyer, Revenue Commissioner, as President. This Committee submitted its resolutions to Government in October 1915. Government, however, considered that it was desirable, before coming to a final decision, to ascertain the views of the representative raiyats in inam villages. With this object in view, in their Order No. R. 11161-11172—L. R. 608-14-25, dated 31st May 1916, they enlarged the Committee and directed that it should, besides considering the report and resolutions already arrived at, discuss the question of devising a system for making measurement and demarcation compulsory in the case of all alienated villages as well as all other questions which have an important bearing on the subject. At the meeting of the enlarged committee held

on the 25th August 1916, it was found that no more unanimity than was previously arrived at was possible. The various points referred to in the Government Order of 14th May 1915 were subsequently discussed in the District Conferences and the opinions of these bodies are summarized in Appendix A to Government Order No. R. 1115-22 —L. R. 482-17-8, dated 18th July 1918. Finding the investigation required for a satisfactory solution of all outstanding questions still incomplete, Government appointed the present Commission and defined the exact scope and object of the enquiry.

Terms of Reference.—In their order constituting the present Commission, Government referred the following matters for its consideration :

I. Should the introduction of Survey and Settlement be made compulsory in all inam villages? Or, subject to what conditions may it be made compulsory on the motion of (*a*) Inamdars, (*b*) Tenants, and (*c*) Government?

II. In what manner are the provisions of Sections 63 to 78 of the Land Revenue Code relating to rights of occupants, etc., to be applied in the case of tenants of inam villages into which Survey and Settlement has been introduced.

III. In what respects may Section 236 of the Land Revenue Code be amended and the provisions of Chapter VII on the rights and responsibilities of the inamdars and their tenants made morede finite?

IV. Should Rule 99 (*c*) of the Land Revenue Rules regarding the recovery of arrears of quit-rent due in inam villages be amended, and, if so, in what respects?

V. How should the responsibilities of an inamdar and the raiyats of an inam village in regard to the restoration and maintenance of irrigation works, situated wholly within an inam village, be fixed?

VI. Who should be held responsible for contribution and water-rate payable to Government on lands newly converted into wet in an inam village from a Government source of irrigation, and what compensation, if any, may be given to inamdars if they offer to collect on behalf of Government? Can the Block System of Irrigation be introduced without the inamdars' consent?

VII. Do the existing rules in the matter, of the assumption of the management of inam villages by Government require any modification, and, if so, what?

VIII. Subject to what conditions may inam villages be placed in the same position as *Sircar* villages in the matter of their securing the benefits of the various measures inaugurated for rural improvement, *e.g.*, the Village Improvement Scheme, the Tank Panchayet Scheme, the Village Forest Scheme, etc., and the application of the Land Acquisition Regulation for the extension of village sites, etc.?

IX. In what other directions are changes in the existing rules or the enactment of new rules necessary to effect an improvement in the relations subsisting between inamdars and tenants, and to better the condition of inam villages generally?

X. Is it necessary to have a separate regulation consolidating all the laws in force and now proposed to be enacted, making the relationship between (1) Government and Inamdars, (2) Inamdars and Tenants, (3) Tenants and Government, more clear and definite? If so, the rough lines on which such legislation may be undertaken may be indicated.

At one of the earliest meetings, the Commission resolved on adding two other matters to the questions referred to it by Government, *viz.*, (1) relationship between the Inamdars and the village officials and (2) appointment of agents for *vritti* villages.

Particulars of inam villages.—There are 2,098 inam villages in the State. Four hundred and forty of them are *sarvamanya* villages, 450 *kayamgutta* and the remaining 1,208 are *jodi* villages. The following statement shows by districts the number of villages of each description :—

District	Sarva-manya	Kayam-gutta	Jodi	Total
Bangalore	47	229	355	631
Kolar	53	140	403	596
Tumkur	35	27	136	198
Mysore	226	35	83	344
Hassan	40	12	128	180
Shimoga	13	1	62	76
Kadur	15	...	19	34
Chitaldrug	11	6	22	39
Total ..	440	450	1,208	2,098

Relationship between inamdars and tenants.—That the relationship between the inamdars and tenants has not, in the generality of cases, been cordial is an admitted fact. The principal causes that are responsible for this unfortunate state of affairs are :—

(i) the undefined and uncertain nature of the tenancy,
(ii) the obligation thrown by inamdars on tenants in regard to the cultivation of *batayi* lands,
(iii) harassment of tenants in vritti villages consequent on misunderstandings among vrittidars,
(iv) difficulty of recovering rent punctually from tenants.
(v) the tendency on the part of tenants to claim proprietory interests in their holding which inamdars decline to concede,
(vi) the undefined nature of the obligation of inamdars and their tenants in regard to the restoration, maintenance and repairs of irrigation works, and
(vii) the absence of an easy method for preventing encroachments, etc., and the need for resort to Civil Courts in all such cases.

The question how far Government could interfere in order to bring about cordial and harmonious relations between inamdars and their tenants may be briefly discussed here. The most extreme view held in this matter is that Government have alienated all their rights and should, under no circumstances, interfere with the internal management of inam villages. Such a view will not, however, stand examination. It cannot for a moment be conceded that Government have alienated their sovereign powers. Inamdars and their tenants being alike the subjects of His Highness the Maharaja, the Government have the inherent power and responsibility to interfere in order to safeguard the interests of inamdars and tenants, and to bring about cordial relationship between them. An inamdar in Mysore cannot certainly claim superiority to a Zamindar in Bengal. The latter is defined as—

"A landholder, possessing a Zamindari Estate which is hereditable and transferable by sale, gift or bequest, subject under all circumstances to the public assessment fixed upon it, entitled after the payment of such assessment to appropriate any surplus rents and profits which may be lawfully receivable by him from the under-tenants of land in his Zamindari or from the cultivation and improvement of untenanted lands; but subject nevertheless to such rules and restrictions as are already established, or may be hereafter enacted by the British Government for securing the rights and privileges of raiyats and other under-tenants, of whatever denomination, in their respective tenures, and for protecting them against undue exaction or oppression."

The existence of tenancy laws elsewhere, *e.g.*, Bengal and Punjab Tenancy Acts, Madras Estates Land Act, Cochin Tenancy Regulation, etc., clearly show that it is everywhere well recognized that the State has a right to interfere in the management of inam villages and legislate, if necessary, to bring about improvement in the relationship between inamdars and tenants.

Survey and Settlement.—The chief cause of disputes between inamdars and tenants is the undefined and uncertain nature of the tenancy obtaining in inam villages. It has been suggested that the introduction of Survey and Settlement will remove this uncertainty and will be conducive to the welfare of both inamdars and tenants. The opinion on this point as gathered from the evidence before the commission is divided. The procedure that is to be followed when Government have authorized the extension under Section 236 of the Land Revenue Code of the provisions of Chapters VIII to X of the said Code is given in pages 535 to 539 of the Revenue Manual. It will be seen therefrom that as soon as the Survey Department is in a position to estimate the probable effect of the Settlement, it has to intimate the same to the inamdar who has the option of deciding whether the operations should be continued and the Survey rates adopted or further proceeding stopped. In the latter case, the inamdar is liable for the cost of measurement, classification and other preliminary operations. Accordingly, the inamdars can under the existing rules ask for Survey reserving to themselves the option of

agreeing or not agreeing to Settlement. The chief objections urged against compulsory introduction of Settlement are :—

(i) It interferes with the vested rights of inamdars.

(ii) Government have no right to interfere with the internal administration of inam villages.

(iii) Loss of income to the inamdar.

(iv) Inclination on the part of the Settlement Officer to recognize tenants-at-will as Pattedars.

(v) The Survey guarantee running for thirty years from the date of Settlement and not being co-extensive with that of the taluk, and

(vi) Reluctance on the part of tenants to cultivate *Batayi* lands after Survey is introduced.

Per contra, it is argued that the introduction of Survey and Settlement will be beneficial both to inamdars and tenants, inasmuch as the rights of both parties would be clearly settled and all inequalities and causes of disputes removed.

The question to be decided is whether the introduction of Survey and Settlement should be made compulsory in all inam villages, and subject to what conditions on the motion of (*a*) Inamdars, (*b*) Tenants, and (*c*) Government. According to the existing rules, Government cannot of its own motion enforce the introduction of Survey and Settlement, unless the village comes under their management. The tenants also have no voice in the matter. Some witnesses are against the compulsory introduction of Survey and Settlement ; some are in favour of it ; and some are in favour of it conditionally.

We shall now deal with the principal objections put forward against settlement. It is alleged that settlement would occasionally result in loss of income to the inamdars. We are in general agreement with the views of the Government of Bombay as enunciated in their Order No. 3436, dated 12th May 1886, reproduced below :—

"*Fixing of Survey rates for inam villages.*— Under Section 217 of the Code an inamdar is bound to levy only the survey rates introduced into his village by the Survey Department whatever they may be. It may be the case that the effect of insisting that inamdars should adhere to the ordinary survey rates would be to deter them from applying for the extension of the Survey Settlement to their villages under Section 216 of the Code, but His Excellencey in Council does not consider this to be a sufficient reason for adoption in the case of inam villages of a principal different from that followed in the case of Government villages. The Survey Department should, in the case of inam villages, determine what are the survey rates as fixed according to general rules to be levied, but should not increase those rates without the special sanction of Government under Section 102 of the Land Revenue Code. When the maximum dry crop and garden rates to be imposed in any alienated village are determined according to the usual method of the Survey Department, Government can, if they think proper, sanction an addition to them in any particular case, but the Survey Department should not introduce rates which produce a

revenue equal to the inamdar's demand (if such demand is in excess of the survey assessment), without fully explaining the grounds for the adoption of such rates and without obtaining the sanction of Government to their introduction"

The next objection is that the Settlement Officer is inclined to recognize tenants-at-will as Pattedars. This difficulty could easily be overcome by defining definitely as to who should be considered as tenants having rights of permanent occupancy. We shall deal with this matter later on. As to survey guarantee, it is true that it is not ordinarily co-extensive with that of the taluk in which the inam village is situated. We are of opinion that it should synchronize with that of the taluk. It is apprehended that tenants obtaining rights of permanent occupancy would be reluctant to cultivate *batayi* lands. The time is long past in which we could have recourse to what practically amounts to enforced labour. The inamdar has to make his own arrangements in regard to the cultivation of his *batayi* lands by importing raiyats, if his tenants are unwilling to take up the cultivation.

In Bengal and Madras, the Government may make an order directing that survey be made and a record of rights prepared, where—

(1) the landlord or tenants, or

(2) a proportion of not less than one-half of the total number of landlords, or

(3) a landlord, or a proportion of the landlords whose interest, or the aggregate of whose interests, respectively, in the lands of the local area, estate or tenure or part thereof, is not less than one-half of the total shares of all the landlords therein; or

(4) a proportion of not less than $\frac{1}{4}$th of the total number of tenants, applies or apply, for such an order depositing or giving security for the payment of the expenses.

It will thus be seen that there the tenants have a voice in the matter. It seems to be only appropriate that people claiming permanent interests in the land should, in common with the landlords, have some voice in regard to the introduction of Survey and Settlement.

We have given this matter our most anxious consideration. We (Mr. Darashah excepted) are agreed that survey of all inam villages should be compulsory. Mr. Darashah thinks that no good purpose can be served in forcing survey operations in well-managed inam villages and saddling inamdars with its cost in the event of settlement also not following. The others of us are of opinion that the advantages of compulsory survey greatly out-weigh this disadvantage. The present rule requiring the inamdar to pay the cost, should he decide on not introducing settlement, may stand. The holdings at present are neither demarcated nor allocated and their extent is not known, while survey will set these matters right.

However desirable settlement may be, and though we are aware that it is open to Government in Bengal and Madras to enforce survey and the preparation of a record of rights (Section 101 of the Bengal Tenancy Act and Section 164 (1), (*b*) of the Madras Estates Land

Act), the Commission is not prepared under existing conditions to recommend compulsory introduction of settlement to *all* inam villages. As regards vritti villages, there is a difference of opinion. Some of us (the President, Mr. Matthan and Mr. Venkataswami Iyer) consider that settlement should be made compulsory in all vritti villages as allocation of vrittis is not possible without settling the assessment on individual field. Messrs. Srinivasa Iyengar and Gundu Rao are of opinion that only vrittis should be allocated on the land by survey, and that settlement should be introduced only if the holders of half the allocated number of vrittis agree. Mr. Darashah thinks that settlement should be compulsory only after default of payment of revenue for two years, or at the instance of any vrittidar, or on the application by a majority of the kadim tenants who can show good reasons for it to the satisfaction of the Government, such as, grossly inequitable distribution of land or rent, or a bad system of collecting rent by a powerful but unscrupulous inamdar or vrittidar. Messrs. Srinivasa Iyengar and Gundu Rao suggest that instead of making settlement compulsory, the inamdars should be induced to ask for settlement by the grant to the inamdars of settled villages (whether vritti villages or not), of additional facilities for collecting revenue, etc. The facilities suggested by them are:—

(1) For the collection of arrears of revenue accruing after the introduction of survey and settlement the period of limitation by resort to Civil Courts to be extended to 12 years and by resort to Revenue Courts to four years.

(2) In cases where the District Officer certifies that the inamdar has kept and furnished regular accounts for not less than four years, commissions under Section 99 to be freely granted to inamdars and to agents of vrittidars for the purpose of collecting revenue, except in cases where Government consider it undesirable.

(3) Inamdars to whom commissions are granted to have power to issue notices of demand and collect process fees.

(4) Such inamdars to be made sale conducting officers, the sales held by them being subject to confirmation, by the Deputy Commissioner.

(5) In the absence of commissions, inamdars of settled villages should have the power to have notices of demand served through the Deputy Commissioners, and if no objection is taken within a month, the Deputy Commissioners should attach and sell the properties for arrears up to four years.

(6) In all settled villages, cases of encroachment, unauthorized cultivation, appropriation of lands or purposes unconnected with agriculture (Sections 37, 59, 63 and 64, Land Revenue Code) to be decided by Revenue officers as in Government villages; in the case of inamdars who are considered competent, such powers to be delegated to them, subject to appeal to the Deputy Commissioners.

They expect that if the introduction of settlement is made a condition precedent to the granting of the facilities mentioned above, most of the inamdars would get their villages settled. The other

members are of opinion that facilities on these lines might be conceded (subject to suitable safeguards against abuse), except as regards (i) conducting sales as the inamdar is himself an interested party and (ii) the grant of powers under Sections 37 and 59 of the Land Revenue Code.

As regards the introduction of servey and settlement on the motion of tenants, most of the inamdars are against giving any voice to tenants. They think that Government ought to have no direct dealings with tenants. As already stated, tenants having vested rights ought, in all equity, to have a voice. In Bengal and Madras survey may take place and record of rights prepared on the application of not less than $\frac{1}{4}$th of the number of tenants (Section 101 of the Bengal Tenancy Act, and Section 164 of the Madras Estates Land Act.) We can see no objection to giving tenants in Mysore the rights and privileges which this class of people have in Bengal and Madras.

There are instances, particularly in the Malnad, of *devadaya* and *brahmadaya* inams being mixed up and formed into whole villages. *Devadaya* inams cannot be forfeited and sold for arrears of revenue. If it so happens that arrears of revenue accrue on such villages it is found very difficult to take action. Government could only proceed against the lands comprised in the *brahmadaya* portion of the village and it is not possible to find out what lands are comprised in that portion. Mr. C. Subba Rao, Advocate, Shimoga, suggests the appointment of a commission to investigate into such cases and to separate the *devadaya* from the *brahmadaya* vritti lands. Such cases are not likely to be very many and we do not think that any commission is really necessary. It seems to be enough to survey and settle such villages, and fix separately the quit-rent payable on each portion; and where the *devadaya* lands are sufficiently large, they might be formed into a separate village.

Kadim tenants.—Closely allied with the subject of Survey and Settlement and which, perhaps, deters many an inamdar from asking for the introduction of Survey and Settlement is the nature of the occupancy rights derivable by the tenants from the settlement. Inamdars are generally disinclined to admit any proprietory interests in the lands by the tenants. A kadim tenant is defined in Section 84 of the Mysore Land Revenue Code as a tenant holding alienated land, whether situated in an alienated village or not, and paying to the superior holder of such land by way of land revenue rent in money or in kind assessed at rates of land revenue assessment obtaining at the time when such land was alienated by Government or at rates subsequently fixed in accordance with established rates of land revenue assessment for the village or at rates fixed by competent revenue authority or by Survey and Settlement. Such a tenant has a right to continue to hold such land at the rent hitherto paid for it or, when such rent is altered in accordance with the revenue regulation, at the rent so altered.

The nature of tenancy has been a perpetual source of litigation between inamdars and tenants.

The question is when Survey and Settlement are introduced in an inam village, how and on what basis should the Settlement Officer decide whether a tenant is a kadim tenant or not, for the purpose of his name being registered as a khatedar in the accounts.

We are of opinion that in the following cases, the tenants should be recognised as premanent tenants:—

(i) Those who were tenants in occupation at the time of the grant;

(ii) Those that have been recognised as such by the landlords, or, by Courts in cases to which landlords were parties;

(iii) Holders of lands in respect of which any alienation has been recognised by the inamdar or by courts in cases to which the inamdars were parties or which have not been contested by the inamdars for twelve years;

(iv) Where the tenants have effected permanent improvements, such as (1) construction of wells, tanks, and other works for the storage of water for purposes of agriculture, (2) preparation of land for irrigation, (3) reclamation, drainage, etc., of land for *Dhruva Pairu* cultivation, and are left in undisturbed possession for 12 years thereafter provided that the inamdar has made no contribution for such improvements or recovered no enhanced rent.

So far, there is unanimity among the members. The majority of us consider (Messrs. Srinivasiengar and Gundu Rao differing) that kadim tenancy should be presumed when the inamdar is unable to prove the origin of the tenancy, and where the tenant established the fact of possession for 12 years or over paying a fixed rent, the tenancy should be presumed to be permanent. We are fortified in this opinion by the trend of the decisions of the Chief Court as reported in 6 Mysore C. C. R. 66, 11. Mys. C. C. R. 48 and 16 Mys. C. C. R. 147. The period according to Messrs. Srinivasiengar and Gundu Rao should be 50 years or three generations. They further consider that the fixing of any period should be conditional on the tenants paying a premium to an inamdar for exemption from cultivating his *batayi* lands in cases where the lands were given to them free.

Sections 63 to 78 of the Land Revenue. Code and their application in the case of tenants of inam villages into which Survey & Settlement have been introduced.—Sections 63 and 64 of the Land Revenue Code relate to appropriation of agricultural land for purposes unconnected with agriculture and the penalty for unauthorised appropriation. According to the existing law, inamdars are helpless in the matter, nor could the officers of Government interfere and prevent or punish such unauthorised acts. No doubt, the inamdars can seek relief in Civil Courts but litigation in Civil Courts is proverbially costly, long-drawn and ruinous. In the interests of both the inamdars and the tenants alike, it seems to us to be desirable to discourage litigation except under unavoidable circumstances. We have already expressed our opinion that as an inducement for inamdars to apply for Survey and Settlement, it may be laid down as a general rule that powers under Sections 63 and 64 would be delegated to inamdars of settled villages

provided they are found competent. The other sections refer to occupant's rights, transfer of registry due to Civil Court decree or death and relinquishment. These powers are, it is understood, even now being exercised by inamdars. No legislation is therefore necessary. The orders of inamdars under Sections 63 and 64 cannot of course be final. We would make them appealable to Deputy Commissioners.

Chapter VII and Section 236 of the Land Revenue Code.—Chapter VII of the Land Revenue Code deals with the rights and responsibilities of inamdars and tenants. The provisions in this chapter except as regards Section 79 do not, in our opinion, require any amplification. Regarding duration of occupancy, Section 79 lays down that where, by reason of the antiquity of a tenancy, no satisfactory evidence of its commencement is forthcoming, and there is not any such evidence of the period of its intended duration, if any, agreed upon between the landlord and tenant, or those under whom they respectively claim title or any usage of the locality as to duration of such tenancy, it shall as against the immediate landlord of the tenant be presumed to be co-extensive with the duration of the tenure of such landlord or those who derive title under him. Antiquity as used in the section is very vague. It seems to us that a great deal of uncertainty giving rise to litigation would be avoided if some period is fixed for which a tenant has to establish possession before he could be declared a permanent tenant. In our opinion, it would be desirable to add an explanation to Section 79 to the effect that, in the absence of any specific agreement between the landlord and the tenant, uninterrupted possession on payment of a fixed rent for a certain number of years would be presumptive proof of permanent tenancy. What that period should be we have discussed in dealing with "kadim tenants." The amendment of Section 236 of the Land Revenue Code has to follow the orders of Government on our views as regards Survey and Settlement. We would recast the section somewhat on the model of Sections 101 (2) of the Bengal Tenancy Act and 164 (1) of the Madras Estates Land Act substituting the words 'the introduction of Survey and Settlement "for the words "that a survey be made and a record-of-rights be prepared by a Revenue Officer." Section 236 of the Land Revenue Code would run as follows if our views are accepted:—

"Save as is otherwise provided in Section 120, the provisions of Chapter VIII to X of this Regulation shall be applicable to any alienated or *kayamguita* village on the Government making an order directing the introduction of Survey and Settlement in the following cases:—

Where (1) the landholder or tenants or (2) not less than one-half of the total number of landholders or (3) a landholder or a proportion of the landholders whose interests, or the aggregate of whose interests, respectively is not less in value than one-half of the total shares of all the landholders therein or (4) not less than one-fourth of the total number of tenants applies or apply for such an order."

Rule 93 (c) of the Rules under the Land Revenue Code.—The question referred to us is whether Rule 99 (*c*) of the Land Revenue

Rules regarding the recovery of arrears of quit-rent due in inam villages requires any amendment and, if so, in what respects. The rule runs as follows:—

Where the quit-rent due on an inam land or village has been apportioned amongst several share-holders and the lands held by each sharer are separately registered in the accounts, the holder of each sub-divided portion will be responsible for the quit-rent due on his portion only; but, where no such apportionment of quit-rent has taken place and the proprietory right in an inam village is held jointly by several persons, the joint liability of the shareholders should be insisted upon for arrears of quit-rent due to Government. If however shareholders notwithstanding that the lands are not divided wish to have their shares separately registered so that each sharer may pay his quota of the Government dues and produce before the Deputy Commissioner an agreement signed by all of them, containing a full statement of the shares held by each and the amount of quit-rent payable by him, their several shares may accordingly be registered; and in such cases or where the shares have already been separately registered as vrittis, the quit-rent due by each sharer may be collected from him. If any shareholder falls into arrear, his share shall be first sold, and if it does not realise the arrear due, the joint responsibility may then be enforced and the other shares also sold after due notice. The purchaser of the share sold will acquire all the rights of the defaulter, but free of all encumbrances created by him.

The cases are few in which quit-rent is apportioned and the lands held by each sharer are separately registered in the accounts. Nor are instances common in which the shareholders in the case of non-division of lands have got their shares separately registered so as to enable them to pay their quota of the quit-rent separately. In the great majority of vritti villages, it is a well-known fact that there is little or no unanimity among the vrittidars. It is, therefore, out of the question to expect all of them to combine and present an agreement asking for registration according to their respective shares. The result is when default in the payment of quit-rent is made by any one vrittidar, the Government have no alternative but to put up the whole village to sale. Such procedure is really hard on the vrittidars that have paid their share of the quit-rent. As a remedy, it is suggested that vrittis should be defined on the land so that the defaulter's vritti lands alone may be proceeded against in the first instance. The collection of Government dues in regard to vritti villages is no easy matter. The vrittidars are scattered and it is found difficult to serve notices of demand on all of them. Registry stands in the names of the people who held shares at the time of the Inam Settlement and the local officers are left in the dark as to the people that are at present interested in the inams. Sales held under such circumstances could always be challenged and generally with success. The vrittidars have realised this, and are not over-anxious about the punctual payment of their dues. From the information furnished by the Deputy Commissioners, we find that in the last three years, 580 villages had

to be brought to sale. Most of them are vritti villages. Another difficulty has now arisen. We refer to the recent orders of Government on the appeal filed by Chikka Muttamma in the matter of the handing over to her of 14½ vrittis purchased by her deceased husband in a revenue sale. Hitherto, it was considered that whenever an inam village or any particular vritti was sold, the purchaser only purchased the right, title and interests of the defaulting inamdars or vrittidar and did not obtain the rights and interests of the kadim tenants as well While allowing the appeal of Chikka Muttamma, Government observe as hereunder :—

"The law makes a clear distinction in the matter of the rights that pass under a sale between a holding in respect of which an arrear of land revenue is due and other immoveable property of the defaulter. So far as the latter is concerned only the right, title and interest of the defaulter can be sold; but, as regards the former, the arrear is a paramount charge on the holding and every part thereof and its sale after forfeiture (unless otherwise declared) extinguishes all tenures, etc., subsisting as against the holder. Were it not for such a provision, the interests of the State in the matter of the realisation of the land revenue would suffer materially; for one thing, all kinds of fictitious rights and interests would be set up against a forfeiture; and, for another thing, where sales are made subject to the unknown or undisclosed rights of third persons, purchasers will not come forward readily to buy." (Government Order No. R. 2110—L. R. 178-18-7, dated 8th August 1919.)

We are not questioning the legality of the decision, but we feel bound to point out that it will be no easy matter to put the order into execution. In the great majority of cases lands are not divided according to the vrittis, even though quit-rent may be apportioned and paid according to vrittis. In such cases, if the defaulting vrittidar is proceeded against, what is it that has to be handed over to the sale purchaser? The prevailing complaint is that the nature of tenancy in inam villages is of an uncertain character. This decision will considerably enhance the uncertainty. We are of opinion that there should be some differentiation between sales of Government occupied lands and sales of alienated holdings. It may be sound policy to consider an arrear that has accrued on an unalienated holding as a paramount charge on the holding and to hold that its sale after forfeiture extinguishes all tenures, etc., subsisting as against the holder. In the case of alienated holdings, however, we are inclined to think that the tenants having rights of occupancy are entitled to protection at the hands of Government. The witnesses examined have all said that only the right, title and interest should be sold. By right, title and interest, we presume that what is meant is the inam right, that is, the right to collect a certain rent, the rights over his own *batayi* lands and other rights conceded by the title deed; and it appears to us that these rights should be sold free of all encumbrances created on them by the inamdars'but without encroaching on the interests of the tenants having permanent occupancy rights. To achieve this end, the

provisions of the Revenue Code may be suitably amended. We have already said that vrittis should be compulsorily allocated on the land. The Survey Superintendent may be required by Government to devise methods to make such allocation. In cases where the vrittidars do not come to any agreement as among themselves as to the allocation of the vrittis on the land, we would suggest that the officer appointed for the purpose should have plenary powers to allocate the lands among the vrittidars in proportion to the income received and the jodi payable by each of the vrittidars may be computed on the assessment of the land comprising his vritti. Should there be no such agreement, and, if only the shares are known, the allocation of the lands should be in proportion to the number of vrittis held by each vrittidar. In the interests of Government, the vrittidars and the tenants, it is necessary that the rules prescribed in Government Order No. 45462—R. F. 227-92, dated 20th February 1893, should be strictly enforced.

We would here suggest that no help in collection should be afforded to inamdars that have failed to furnish Accounts Nos. 14 and 15, and that the inamdars should be made to understand that the commission, if any, issued to them are liable to be withdrawn in cases of non-submission of accounts.

Restoration, maintenance and repair of Irrigation Works.—The evidence of the several witnesses examined goes to show that as in the case of Government tanks, the tenants of inam villages should be made responsible for the annual maintenance work of inam tanks and that the inamdars should be invested with sufficient powers to enforce the responsibilty.

There is a consensus of opinion as regards the Inamdars' liability for the restoration work, any difference of opinion being only as to the proportion in which the cost has to be borne by inamdars and tenants.

We are of opinion that the maintenance rules should be just the same as in Government villages. The *Hanchige patti* prepared by the village officials should be approved by the Amildar and it should be incumbent on the inamdar to get work carried out according to it. If he fails to do so, Government should get the work executed and recover the cost from the inamdar. It will, of course, be open to the inamdar to add the cost according to the approved *Hanchige patti* to the khate of his tenants and recover it as a revenue demand. The same procedure may be adopted in regard to repairs also. The duty of restoring tanks naturally vests with the inamdar. Under the Minor Tanks Restoration Scheme, the Government and the villagers contribute $\frac{2}{3}$ and $\frac{1}{3}$ towards the cost of restoration of tanks in Government villages. We understand that it is proposed to reduce the contribution of the villagers, to a fourth of the cost and to make restoration compulsory. The same principle may be applied in regard to the restoration of tanks in inam villages. A third or a fourth of the cost may, as in the case of Government tanks, be recovered from the tenants and the balance shared by Government and the inamdar in the proportion of the Jodi and the Jari. In all cases of restoration, the plans and estimates should be sent to the Deputy Commissioner

for approval and the Government quota of the cost should be paid only after the work is inspected by the Deputy Commissioner or other Officer deputed by him and approved of. We would make restoration of serial tanks and tanks above railway lines compulsory. In other cases, restoration should be insisted upon when the inamdar or a majority of the vrittidars or a majority of tenants request it, and when the cost of restoration does not exceed 20 times the income under the tank.

Responsibility for the collection of contribution and water rate.—Under the existing rules, an inamdar is bound to pay contribution and water rate for lands in his village that may be commanded by any new source of irrigation provided by Government, even though the lands so commanded are being irrigated by his own tank. Further, the inamdar is invariably held responsible by Government for the payment of these amounts and is left to his own resources in regard to the recovery from the tenants of their quota. Inamdars say that, as they find it hard to regularly collect their own dues, they could not undertake the additional responsibility of recovering contribution and water rate from the tenants.

While passing orders on Subject No. 82 of the Proceedings of the Representative Assembly of 1916, the Government have held that inamdars have clearly no claims in respect of water rates levied on dry lands irrigated in inam villages from a Government source of irrigation, and that as regards commission, no change in the existing arrangement is called for. (Government Order No. R. 11740-50—L. R. 360-16-5, dated 5th June 1918). After a careful consideration of the different views put forward, we are led to the conclusion that in the interests of Government, inamdars and raiyats generally, the rules relating to contributions should be codified, and the right of Government to recover a portion of the capital cost of construction or improvement of irrigation works from the holders of lands and estates benefited should be enforced by Statute. As we are concerned with the question only so far as it affects inamdars, we propose the following rules as a temporary measure, until such codification is effected:—

(1) In cases where water is supplied to tenants without the consent of the inamdar, water-rate should be recovered from the tenants by Government in advance without prejudice to the rent payable to the inamdar, surreptitious use of water being dealt with under Rule 34 of the Rules under the Land Revenue Code.

(2) Even in cases where *Nirsardi* is sanctioned with the inamdar's consent the tenants should have the option of paying the water rate direct to Government in advance, as it is alleged that inamdars sometimes recover in excess of the prescribed rate, and,

(3) When the inamdar elects to collect on behalf of Government these items of revenue, he should be allowed a commission of 12 per cent of the realization.

The Block System of irrigation is still in an experimental stage and we would not suggest its introduction to inam villages, without the consent of inamdars.

Management of Inam Villages by Government.—Government can now assume the management of inam villages in the following cases:—

(1) As security for loans advanced to encumbered inamdars.

(2) If, owing to disputes among the sharers, the Deputy Commissioner apprehends that the land revenue will not be paid as it falls due and,

(3) if the holding in respect of which arrear is due, consists of an entire village or of a share of a village and the adoption of the processes prescribed for the collection of revenue, is deemed inexpedient.

The policy of Government in regard to the taking over of inam villages under Government management is enunciated in Government Order No. 4558-68—L. R. 384-09-3, dated 8th February 1911. Legislation has been adopted in Bombay in regard to the taking over and management of encumbered estates (Broach and Caira Incumbered Estates Act of 1881, Sindh Incumbered Estates Act of 1826); but we have no such legislation here.

When the Government take over the management of an inam village, they virtually step into the shoes of the inamdar and will have no more powers than the inamdar in the matter of collection, etc. It is alleged, and the allegation is no doubt true, that the management by Government agency is very slack, inasmuch as adequate attention is not paid by the officers entrusted with the management to collection and other work. The management is entrusted to the Amildar who, in most casses, is given no establishment for the purpose. As observed by Mr. K. R. Srinivasa Iyengar in his letter No. C. 4429—Gl. of 1916-17, dated 22nd July 1919 to Government, private estates should not be taken over under Government management, except in rare and exceptional cases. There is considerable force in his observation that the present arrangement under which any inamdar who is unable to look after his own concerns can ask for his estate being taken over under management of Government without any appreciable charge for it, holds out a premium for indifferent and incompetent inamdars to apply for Government help, whereas, if they are made to understand that they will have to make adequate payment for such help, applications will be considerably minimized. In the case of villages coming under management, Government are morally bound to see that the management is efficient. But under the existing law, they can exercise no more powers than the inamdars themselves. Cases of encroachment, unauthorized appropriation for purposes other than Agriculture, etc., go unchecked. If efficiency is to be aimed at the District and Taluk Officers entrusted with the management should be empowered by legislation to exercise all powers exerciseable by them in Government villages. The cost of management which is now fixed at 6 per cent. on the gross collections (Government Order No. R. 7255-64—L. R. 493-11-1, dated 27th May 1912), is altogether inadequate. We would raise the cost of management to 10 per cent of the gross collections. This will, of course, be in addition to the potgi payable to the village officials.

Village Improvement and other schemes for Rural Improvement—The next question is, subject to what conditions may inam villages be placed in the same position as Sircar villages in the matter of their securing the benefits of the various measures inaugurated for rural improvement, such as the Village Improvement, the Tank Panchayet, the Village Forest, the Village Court and other schemes, and the application of the Land Acquisition Regulation for the extension of village sites. It cannot be denied that inam villages as a class are backward, as compared to Sircar villages, in the matter of sanitation, etc.

Inam villages can have the benefits of the Village Improvement Scheme. The policy of Government is laid down in their Order No. R. 8749-58—L. R. 430-13-16, dated 9th May 1914, as follows:—

'In regard to the question whether grants-in-aid may be paid for improvement of alienated villages, the principle is to treat it as the duty of the inamdar, who enjoys the benefit of a partial or a total assignment of the revenues of the village to provide the expenditure required for the improvement of the inam village, but, in actual practice this obligation is seldom enforced. As the inhabitants of an inam village deserve also to be assisted in carrying out works of permanent improvement in the village, such as, sinking drinking water wells, execution of masonry drains and constructing buildings, school houses, etc., Government are pleased to direct that, as a special case grants-in-aid not exceeding one-fourth of the total cost of the work may be sanctioned for inam villages, provided a Village Committee has been appointed in the village, and not less than half the cost of the proposed improvement has been paid by the villagers and the other one-fourth by the Inamdar or the villagers.'

There is so far as we could see, no legal bar to the constitution of Village Forests, Village Courts and Tank Panchayets in inam villages. But, as they do not appear to have attained any great measure of success in Government villages, we are not prepared to recommend their compulsory introduction to inam villages. If the inamdars wish to try the schemes in their villages, there could be no objection. It is but fitting that in such cases, the inamdar should be the leading element and he should, if he is agreeable and resides in the village, be appointed as chairman of the Committee, Panchayet or Court.

As regards acquisition, it has been held that unless it is paid for from public funds, it cannot be regarded as for a public purpose under the Land Acquisition Regulation. When a land is required in an inam village for purposes of extension of village, or for making sanitary or other improvements, we find that the inamdar is helpless, if the tenant does not voluntarily give up his land by sale or otherwise. Government cannot also take steps to acquire the required property, inasmuch as the compensation for that acquisition is not payable by them.

Mr. D. Shama Rao states that the Land Acquisition Regulation should be suitably amended so as to enable lands in inam villages being acquired when they are required for purposes of extension or

improvement. Section 84 of the Bengal Tenancy Act, lays down that a Civil Court, on the application of the landlord of a holding and on being satisfied that he is desirous of acquiring the holding or part thereof for some reasonable and sufficient purpose having relation to the good of the holding of the Estate in which it is comprised, including the area of the ground as building ground or for any religious, educational or charitable purpose, and on being satisfied on the certificate of the Collector that the purpose is reasonable and sufficient, authorise the acquisition thereof by the landlord upon such conditions as the Court may think fit and require the tenant to sell his interest in the whole or such part of the holding to the landlord upon such terms as may be approved by the Court including full compensation to the tenant. Similar provision is made in Section 186 of the Madras Estates Land Act. There can be no gainsaying the fact that some provision of law is necessary to permit of acquisition of land in inam villages required for public purposes. Considering our existing conditions, we are not prepared to recommend a resort to a Civil Court. Lands required by Companies can under the Land Acquisition Regulation be acquired. Such being the case, it stands to reason that when acquisition in an inam village is deemed essential for communal purpose no difficulty should be raised. There need be no apprehension that acquisition will be resorted to for the benefit of the inamdar and to the detriment of the raiyats as acquisition will be sanctioned by Government only after being satisfied as to the need therefor. It seems to us that the Land Acquisition Regulation should be suitably amended so as to make it possible to apply the Regulation to cases where lands have to be acquired for village extension or other improvements for the benefit of inam villages, even though payment is not made from the public treasury.

Relation between the Inamdar and the Village officials.—In their Order No. 1345—P. 78, dated 27th May 1884, Government have laid down that the person to whom a village is alienated by Government is bound by the same rules as would bind Government in regard to hereditary village servants and that the alienation of a village is always understood to be subject to this liability on the part of the alienee. According to Government Order No. 10011—R. 94, dated 23rd March 1876, the nomination of Patels and Shanbhogs shall vest with the inamdars, subject to the confirmation by the Deputy Commissioner. The powers of punishment that could be exercised by the Deputy Commissioner or Assistant Commissioner and by the Amildar are mentioned in Section 7 (1) and (2) of the Village Officers Regulation and under clause (3) of that section, the holder of an alienated village, or, where there are more such holders than one, any one of them, or the agent of such holder or holders may be authorised by the grant of a commission to exercise the powers of the Deputy Commissioner, Assistant Commissioner or Amildar. At present, inamdars can make the appointment subject to confirmation by the Deputy Commissioner. We would allow this rule to stand. As regards powers of punishment, however, we would vest in all inamdars the

powers that are exercisable by the Amildar and would recommend that competent inamdars of settled villages be authorised by the grant of commissions under Section 7 (3) of the Village Offices Regulation to exercise the powers of an Assistant Commissioner. As regards the accounts, etc., that the village officials of inam villages should maintain, we would leave it to the inamdar to decide. So far as Government are concerned, all that is expected of the Patel is the maintenance of the Birth and Death Register and performance of Police duties. The Shanbhog does not directly furnish any accounts to Government. Because the Patel does some little work for Government, it is urged by some that a portion of his remuneration should be met from Government Revenue. The Shanbhog does not work for Government and what the Patel does is very little. We do not think that the inamdars can reasonably ask Government to contribute towards the potgi payable to the Patels and Shanbhogs. As regards the rate of potgi, the existing rule is that the remuneration in the case of a village which is unsettled is governed by usage. In the absence of any such usage, it is fixed by the Deputy Commissioner. In settled villages, the scale is just the same as in Government villages. There is no need to modify the rule.

Appointment of Agents for Vritti Villages.—In dealing with the question whether any amendment of Rule 99 (c) of the Revenue Rules is necessary, we have referred to the difficulty experienced by Government in the matter of the collection of their dues in respect of vritti villages. The vrittidars are many and are found scattered all over the place. Very few of them take any real interest in the well-being or management of their villages. The Government have no definite person to look to for the recovery of their dues. Each vrittidar is prone to collect as much money as possible and to benefit himself to the prejudice of the other sharers. Cases are perhaps not infrequent where the tenants play one vrittidar against another and ultimately withhold payment of their rent. It is admitted, practically on all hands, that the appointment of agents for all vritti villages should be insisted upon. The present rules in the matter of the appointment of agents in inam villages, the proprietory right in which is held by several persons as co-sharers, are laid down in Government order No. 3237-19, dated 28th September 1871. The rules are quite all right and should be strictly enforced. If there is no agreement among the vrittidars as to the person who has to be appointed as agent and when such appointment has to be made by the Deputy Commissioner, preference may be given to one of the vrittidars; failing which, the Shanbhogue, or Patel may be made the agent, if there are no serious objections. Five per cent on the gross realizations of the village may be fixedas the remuneration of the agent.

Suggestions for improving the relationship between Inamdars and tenants and to better the conditions of Inam Villages generally.—We have already stated that the relationship between the inamdars and their tenants has not, in the generality of cases, been of a very cordial character. It cannot be denied that, as compared to Government

villages, inam villages are as a class backward in regard to sanitation, education and general condition of the raiyats.

Whatever may be the causes for the present deteriorated condition of inam villages in general, we consider that measures should be adopted to improve their social, material and economic condition. There would be no doubt considerable improvement in the relationship between inamdars and tenants, if the tenancy rights of the latter are placed on a secure footing. We have discussed this matter while dealing with the question of the introduction of Survey and Settlement. Inamdars are at present placed in a disadvantageous position in the matter of encroachments, unauthorized appropriation of agricultural lands for non-agricultural purposes, surreptitious use of water and unauthorized occupation of land by their tenants. Under the existing law, inamdars cannot prevent such unauthorized acts, nor could the Government Authorities interfere in the matter. Under Section 99 of the Land Revenue Code, the powers of a Deputy Commissioner under Sections 63 and 64 of the Land Revenue Code, may be delegated to inamdars. Powers under Sections 37 and 59 being of a more drastic nature have been withheld from inamdars under the Code, and we are not prepared to recommend them. It is, however, in our opinion necessary that the Deputy Commissioner should be invested with power under these sections, and his decision should be enforceable as in Government villages.

Government are at present not interfering with the inamdar's powers to dispose of gomal and other communal lands in inam villages. Some witnesses suggest that some restriction should be placed on the powers of inamdars in this respect. For a long time, the power of sanctioning the appropriation of gomal lands in Sirkar villages for other purposes had been reserved by Government for themselves. This power, which a few years ago was given to the Revenue Commissioner, has by gradual devolution recently come to the Deputy Commissioner. We are referring to this just to show that the appropriation of lands reserved for particular purposes for other purposes was considered to be no light matter. Though we are not inclined to place any undue restrictions on the inamdars' powers in this respect, still we feel that the raiyats should be protected. There ought to be no objection in insisting that a sufficient extent of gomal calculated on the basis of the calculation adopted in Government villages should be left free. It will of course be open to the inamdar to dispose of to the best advantage any gomal which is found to be in excess of the needs of the village cattle. Communal lands ought not to be interfered with unless they are no longer required for communal purposes.

In the matter of (1) the grant of Takkavi and other loans, and (2) Forest privileges, the privileges that the raiyats of Government villages enjoy are denied to the raiyats of inam villages. The former can easily secure loans on favourable terms from Government for the improvement of their lands, etc., while on account of the uncertainty of their tenures, the latter find that they have little or no credit even

in the open money market. With a few honourable exceptions the inamdars do not help them with loans in times of need. Under the Government Loan Rules, loans may be granted to holders of lands. The rules make no distinction between holders of land in Government villages and holders of land in inam villages and we can see no objection to the grant of loans by Government to holders of land in inam villages having rights of occupancy on the security of the lands they hold. This must be clearly made known to the officers of Government as well as to inam raiyats. In the matter of forest privileges, the inam villages are disadvantageously placed. In the Representative Assembly of 1892, in reply to a representation, the Dewan stated that the definition of 'cultivating raiyats' will be amended so as to include those of inam villages. In Government Order No. R. 6546-55 —Ft. 188-08-15, dated 10th May 1912, however, it is stated that Government are not in favour of extending the forest concessions in favour of raiyats of inam villages. The raiyats of inam villages are also denied the grant of materials in accidental fire cases, except in special cases where the whole or a greater part of the village is destroyed by fire. In our opinion, the raiyats of inam villages ought to have the same privileges as the raiyats of Government villages in these matters.

In short, with the concessions and privileges that we have recommended in this paragraph and in the preceding paragraphs and with the introduction of Survey and Settlement, we anticipate a great deal of improvement in the relationship between inamdars and tenants, and in the administration of inam villages generally.

We would refer here to one other matter, and that is whether the Channel Offences Rules are applicable to inam villages. There is no reason why they should not. The inamdars are as much interested in the prevention of channel offences as Government. It is not right to drive them to Criminal Courts in such cases, as such a course will only go to enhance the bitterness of feelings between them and their tenants. We can see no objection to the Revenue Officers of Government enquiring into such cases on the complaint of inamdars, just as in Government villages.

In cases of widespread failure of crops where Government grant remission of revenue, we are of opinion that on proof forthcoming of inamdars granting similar remission, they may be allowed proportionate remission of the jodi payable by them.

Is a separate Regulation necessary?—In the preceding paragraphs, we have dealt with the changes in the existing law that we consider necessary to make more clear and definite, the relationship between

(i) Government and Inamdars,
(ii) Inamdars and Tenants, and
(iii) Tenants and Government.

We have perused the enactments on the subject of the various local Governments, such as, the Bengal and Punjab Tenancy Acts, the Madras Estates Land Act, the Oudh Rent Recovery Act, the

Sind Incumbered Estates Act, and the Cochin Tenancy Regulation. Our inam villages are mostly small ones and the problems that confront the Governments in Bengal, Madras and Punjab with their large estates are not likely to confront the Government here. We do not, therefore, consider that any special enactment consolidating the laws in force is necessary for our purpose. We think that the Land Revenue Code and Rules, with suitable amendments or changes will quite meet our requirements.

K. CHANDY
President.

K. MATTHAN
D. K. DARASHAH
K. VENKATASWAMI AIYER
Members.

We agree to the recommendations made in the report subject to modifications proposed in our Memorandum to be submitted hereafter.

B. SREENIVASIENGAR
B. GUNDU RAO
Members.

BANGALORE,
6th February 1920.

C. S. KUPPUSWAMY IYENGAR,
Secretary.

MEMORANDUM

BY

MESSRS. B. SREENIVASIENGAR & B. GUNDU RAO.

The main points which we beg leave to deal with in this memorandum are as follows:—

1. Applicability or otherwise of Bengal Acts to Mysore, and, as to the nature of the alienated holdings.
2. *Settlement.*—(*a*) Right of tenants to demand settlements as proposed under the amendment of Section 236, Mysore Land Revenue Code, (*b*) Introduction of settlement into vritti villages and (*c*) Inducements to be offered to the inamdars to go in for settlement partly accepted by the other members.
3. *Permanent tenancy.*—(*a*) *Batayi* cultivation, (*b*) Period of enjoyment and the circumstances under which presumption as to permanent tenancy may be raised.
4. Amendment of Section 236, Mysore Land Revenue Code.
5. Responsibility for water rate and contribution.
6. Right of disposal of the Gomal lands.

I. Applicability of Bengal Acts or otherwise to Mysore, and as to the nature of the alienated holdings.

In the report submitted much reliance is placed upon the policy and provisions of the Bengal Tenancy Act. A searching criticism of the Act and the consequences which the provisions of the Act if followed would lead to, are to be found in an eassy written by the late Justice Ranade in his "Essays on Indian Economics", extracts from which are quoted below :—

"Our principal contention is that the landlord's rights sanctioned by usage, and by law, will be adversely affected by the changes without providing any compensation to these classes, and that the permanent peace and advancement of the country will not be promoted by provisions which at every step set class against class and compel resort to the Court or to the Collectors' Agency.

"The elements of national prosperity are wanting in a country whose principal resource is agriculture, and that agriculture is in the hands of a thriftless and proverty-stricken peasantry, who are weighed down with heavy charges, and whose life and labours are not cheered by the charm and strength inspired by a sense of property. If this country sadly wants a proud and independent yeomanry, as the backbone of its strength and prospertiy, it no less equally needs the leading and the light of propertied men. A complete divorce from land of those who cultivate it is a national evil, and no less an evil to find one dead-level of small farmers all over the land. High and pretty farming, with an upper ten thousand of the holders of large landed estates, and a vast mass of peasant farmers, this mixed constitution of rural society is necessary to secure the stability and progress of the country. The bill under consideration robs Peter to pay Paul and at the same time it creates an hostility of interest where entire union should prevail, and it clogs the land with a variety of interests and ownership and entangles mutual relation in such a manner as to drive both parties constantly into Civil Courts.

"And as we are on this part of the subject, we may well ask whether, under the periodical assessments, the State Landlord is prepared to concede as against itself the same measures of restriction and moderation which it is so anxious to provide for the tenantry of the Zamindars. Here in this Presidency, Government doubles and trebles, in many cases quadruples, the assessment at a leap, the assessment has to be paid punctually on pain of *forfeiture* of all interest in the land, there is no limit that the assessment in all cases shall not exceed one-fifth of the gross produce, and no payment is made for improvements or disturbance when a raiyat is ousted from his ancestral lands. In all these respects, the revenue administration in other parts of India must be put on a more equitable footing before Government can with clean hands ask the Zamindars in Bengal to surrender the proprietary rights guaranteed to them by one hundred years' continuous possession, and on the faith of which most of the settled estates have changed hands to such an extent that the idea of

depriving the present race of landlords of their advantages without compensation for the loss thus thrust on them savours very much of a communistic and latter-day saints' revolution, than which in a country circumstanced as India is, nothing can be more disastrous and perilous alike to the people and to their rulers."

The land Revenue system in Mysore is modelled on the Bombay System. Further, small alienated villages are only common mostly in Bombay and in Madras. In Bombay, there are no separate tenancy laws applicable to these small alienated villages. It is not seen why Bengal should be taken as a model whereas we ought to have followed Bombay.

The whole of Bengal was given to rent farmers and permanently settled. Parts of Madras also were divided into big Zamindaries and permanently settled. All the raiyats in these parts were given over to these Zamindars. Whereas in Bombay and so in Mysore, we have *rayatwary* settlements. The conditions in Bengal and here are quite different. The drastic tenancy laws that may have been necessary are not at all necessary here nor suitable to this country.

The Bengal Zamindars are revenue farmers. The inamdars or alienated village holders have all the rights of Government, whatever they may be. When the Government has confirmed a grant it may be said to "*alienate*" not only the revenue but also its own ultimate right (whatever that may be).

It may with equity be said that the inamdar acquired all the rights of Government subject only to any rights of the third party that existed at the time of grant. Even in Mysore the Government Orders are quite clear with regard to this. It will not be out of place to quote the very words of the Government Order No. 4175—R. 66, dated 30-9-1874.

"Khayamgutta villages and enfranchised inam-holding—whether whole villages or minor inams—are of the nature of permanently settled estates, the Government having relinquished all rights there to save to demand the amount of the khayamgutta, quit-rent or combined quit-rent as the case may be agreed to be paid by their holders."

From the above, it may be taken that the holders of alienated villages have proprietory right in the land and are not mere rent-farmers as the Bengal Zamindars are considered to be.

II. Settlement.

We are generally agreed that Survey should be compulsorily made in all villages. Also we are agreed that settlement should not be compulsorily introduced into full alienated villages But, we are emphatically of opinion that settlement should not be compulsorily introduced into vritti villages, unless fifty per cent of the vrittidars consent, and that settlement should never be introduced on the motion of the tenants either in full or in vritti villages.

Settlement means survey rates. Thus, it is clearly seen that the settlement can only be introduced on the motion and consent of

the inamdar and not otherwise. Therefore it should not be compulsory and never be introduced on the motion of tenants.

Regarding facilities as they were suggested by us and as the other members have accepted partly, we beg leave to deal with this question.

Now as at present all are superior holders—whether he is a big occupant with tenants in a Government village or an inamdar of an unsettled village or an inamdar of a settled village. All have equal privileges. Under these circumstances, it is not seen why he should forego his privileges and give his tenants all the rights that a government occupant has without himself getting any privilege in return.

In the case of the introduction of Survey Settlement into an inam village, the holders of all lands to which the Survey Settlement has been made applicable, occupy the position of occupants in a Government village. By the introduction of settlement, an inam village and a Government village will have no difference with regard to the rights and responsibilities of permanent occupants. As such it is equitable that the inamdars should be given all the powers of a Deputy Commissioner on the Revenue side subject to appeal to the Deputy Commissioner.

It is said that powers regarding encroachment, etc.,(Sections 37 and 59)are of a drastic nature and so they should be exercised by Revenue Officers alone. There are provisions for the issue of commissions under Section 99 and under the Village Offices Regulation. Are not powers of similar nature as Sections 37 and 59 included in these provisions? Have the Government issued commissions giving the powers under all the clauses of Section 99 and also under the Village Offices Regulation to all the inamdars? If there is a provision competent inamdars may be empowered so that it may admit of decentralisation.

Now in giving help to the inamdars, the delay in the lower offices is proverbial.

At present though the inamdars' rent is a first charge on the holding the period of limitation is only six years whereas a tenant who pays co-tenant's share of rent has got twelve years limitation for its recovery from the co-tenant.

There is no difference between the survey guarantee of a Government and an inam village.

If the inamdars and tenants are driven to Civil Courts for collection, encroachment, etc., it is only the tenants that are ruined and not the inamdars.

Under these circumstances, settlement should never be compelled both in full and vritti villages, but it should be made worthwhile for the inamdars to go in for settlement giving him sufficient inducement in rates, facilities, etc., by giving all the powers of a Deputy Commissioner on the Revenue side for managing his village well.

III. Permanent Tenancy.

(A) Batayi System:—

In alienated villages portions of land are given to the raiyats for

cultivation for annual cash payment, while other lands are reserved by the landlord. The latter class is known as *Batayi* lands. These lands have to be got cultivated through raiyats. The raiyats in alienated villages are of two class:—(*a*) *Kadim* tenants who are the tenants that were in the villages at the time the village was alienated, (*b*) other raiyats who must have been brought and settled in the village by the landlord for the purpose of getting the village lands cultivated.

The latter class of raiyats must be considered to have been brought into the village at great cost and trouble, given advances, houses to live, lands on easy cash tenure, grazing ground, etc., without any premium, but with an obligation, that is, cultivating the *Batayi* lands. This system is prevalent, we believe, in most of the alienated villages in the province. If there were no obligation the holders of alienated villages will in several instances be placed at a great disadvantage and the *Batayi* lands may be left waste. It is a misnomer to call this system forced labour and there is no justification to give it that name. In most cases, the landlord gives the land and supplies capital for the expenses of cultivation and the raiyat contributes labour, each sharing the produce. In some cases, when the raiyat contributes something towards the expenses, he takes a larger proportion of the produce raised. Thus it can be considered to be a sort of partnership between the landlord and tenant each taking a share of the profits as agreed between them or as is customary in the locality.

Next, as regards *kadim* tenants, that is, tenants that were in existence at the time of grant. At the time when alienated villages were granted there were several lands which had not been given away to raiyats. With respect of these lands Batayi System prevailed and the raiyats were under an obligation to cultivate the Batayi lands. As this system was in force at the time of the grant, it is reasonable to presume that the village must have been granted with an obligation on the part of the *kadim* tenant to cultivate the Batayi lands which formed a part of the alienated holding. Any subsequent change of system in Government villages cannot affect the relationship between the landlord and the tenant in alienated villages.

No doubt the Batayi system has been latterly abolished and the lands that had been reserved were given away for kandayam, the Government receiving compensation for the right transferred to the raiyat. The conditions in alienated villages are different from those in Government villages as at present prevailing. In most of alienated villages there are lands which are reserved by the landlord and which require to be cultivated under the Batayi system.

From the saving clause of Section 79, M.L.R.C., it is clear that even in the case of permanent tenants in alienated villages nothing contained in section shall affect the right of landlord if he has the same either by virtue of agreement, usage or otherwise to the services renderable by the tenant. The policy of Government also has been one of non-interference with the relationship between the landlord and tenant as seen from the Government.

For the above reasons, we are of opinion that it is in the interests of both the landlord and the tenant that the obligation to cultivate the Batayi land should be attached to the tenancy.

In spite of the above, if the Government should decide that the obligation cannot henceforth be attached to the tenancy, it is but just and equitable that the landlord should receive adequate compensation from the raiyat who is freed from the obligation.

(*B*) *Period of enjoyment, etc.*:—

Kadim tenancy is used for all kinds of permanent tenancy. It is wrong. Permanent tenancy includes Kadim tenancy, but Kadim does not include all kinds of permanent tenancy.

It is said that the inamdars are generally disinclined to admit any proprietary interests in the lands by the tenants. It is not stated why he should give up his rights without any adequate compensation. This has been very well discussed by Mr. Ranade and other economists. Extracts are already quoted above.

It is said that it has been held that payment of rent in a particular form for a number of years is presumptive evidence of permanent tenancy. But extracts from Sathe's Land Revenue Code can be quoted to show that even possession for 40 years does not create any presumption of premanent tenancy. Even in Mysore, it is so. Even in Bombay, it is so.

Now in defining antiquity in Section 79 of the Mysore Land Revenue Code, it is suggested that possession for twelve years should raise a presumption of permanent tenancy for which we cannot agree.

A period of twelve years is not antiquity, not even one generation. Twelve years' rule may be made applicable only with regard to adverse possession, when the tenant denies the landlord's title.

It is stated in the report that 12-year rule is supported by some decisions. We shall discuss them one by one:—

6. Mys. C. C. R. 66.—This is only with regard to the jurisdiction, *i.e.*, whether Small Cause Courts can entertain rent suits or not

11. Mys. C. C. R. 48.—This decision distinguishes the presumption that has to be raised with regard to tenants in Government villages and those in inam villages. This has nothing to do with 12-year rule.

16 *Mys. C. C. R. 147.*—This is a case where the origin and the object of the tenancy were known and where the tenancy was held to be from year to year. This has nothing to do with 12-year rule.

Thus, it is seen all the three decisions quoted have nothing to do with 12-year rule.

With regard to 12 year rule, it was applied to Bengal and Agra. But, it has been discussed and proved that Bengal laws cannot be made applicable to Mysore. In the Punjub and Oudh, the 12 years' rule does not apply.

Considering justice and equity when the origin and nature of tenancy are unknown, the tenant should prove a continuous possession for three generations, or 50 years, to raise any presumption of permanent tenancy.

Even 40 years' possession does not give presumption of permanent tenancy. Therefore, the period should be sufficiently long to show that the tenancy should have been in existence from antiquity.

Conditions attached to the Permanent Tenancy have to be as follows:—

1. *Batayi* cultivation,
3. Maintenance of boundary marks, tank bunds, etc.,
3. Notice of alienation,
4. Subject to any service or usage of the locality, such as presumption, etc.

IV. Amendment of Section 236, M.L.R. Code.

We have discussed at length and shown that Bengal Tenancy Act cannot be made applicable here. Also the Settlement should not be introduced on the motion of tenants. Therefore, Section 236 of the Land Revenue Code should not be amended as suggested in the report

V. Responsibility for contribution and Water-rate.

The Government should have transactions only with the inamdar and not directly with the tenant. Also the commission of 12 per cent is very indequate for the responsibility of the inamdar.

It is very clear in the discussions in Mannariya *vs.* Bhima Rao, 21, Mys. C.C.R. 202, that the Government should go through the inamdar only and not deal direct with the tenants.

In para 2 of the Government Order No. R. 5155-57—L.R. 69-07-8, dated 28th January 1910, it is stated as follows:—

"But, it is necessary to have some single person responsible for the good administration of the village, the recovery of Government dues thereon and the maintenance of Village Accounts to be rendered to Government and to exercise control over the village and for this purpose the Govenment can only recognise the claim of the principal inamdar and not others who have merely proprietary rights in portions of the inam village."

Even in the case of minor inamdars who have got full proprietary rights the Government do not deal with them directly in alienated villages.

We have dealt at length before that Government can interfere with inam villages only through inamdars and not otherwise. If they want to deal directly, water can be given as a commodity such as electricity, etc., to tenants holding them personally responsible.

Regarding contribution the inamdar can never be made to pay unless he consents to take water. Further, if the water is given to permanent occupants and the water-rate collected and remitted to Government, there is no benefit to the inamdar to ask for contribution from them.

Also the inamdars' existing right of collecting wet rates, if any, cannot with justice and equity, be interfered with by Government

giving water direct to the tenant, *e.g.*, there are lands under an Inam tank and the inamdar is getting wet rates; if the Government gives water direct to the tenant, the tenant should pay both wet rate to inamdar and water-rate to Government, or the Government should make good the loss to inamdar.

With regard to the commission, it is too inadequate for the trouble and responsibility the inamdar should undertake. Water in large reservoirs should be dealt with as a commercial concern. It is a commodity as electricity, etc. Electricity is given at a concession rate to large consumers. Even with regard to all business, there are wholesale and retail rates. If the water is given at a concessional wholesale rate to the inamdars and if they are allowed to levy the usual individual rates, certainly all these difficulties will be overcome, and it is but justice that it should be done so.

These two resolutions should be added :—

(1) Contribution should not be levied unless the inamdar consents.

(2) Additional water-rate should not be levied without the inamdar's consent in the case of lands that are already being irrigated from inam tanks.

When the inamdar consents to collect the contributions and water-rate, he should be given powers to collect them as a revenue demand and also they must be a first charge on the holding.

VI. Right of Disposal of Gomal Land.

In alienated villages there are no lands specially set apart for grazing purposes as gomal as in some Government villages. In Government villages where there are no lands shown as gomal in the village accounts the Government are under no obligation to set apart any extent of land as gomal.

It is an established law that even if the inamdar is to be the alienee of only Land Revenue, he is the full proprietor of the waste.

In Mysore, the decisions are of non-interference with the full authority of the inamdar regarding the disposal of the waste. Also the policy of the Government of Mysore has been throughout not to interfere with the internal arrangements of the inamdars and tenants. Even in Government villages, the gomal land is being given away indiscriminately. All the Government villages have no gomal. The utility of gomal even in Government villages is doubted and orders are being issued to do away with gomal gradually. When its utility is doubtful in Government villages, the inamdars cannot be compelled to give up their rights of disposal of the waste land. Under these circumstances, the right of disposal of the waste land which the inamdars are enjoying from time immemorial should not and cannot at all be restricted.

OBSERVATIONS OF THE PRESIDENT AND MESSRS. D. K. DARASHAH, K. MATTHAN AND K. VENKATSWAMI IYER ON THE MINORITY REPORT.

The Minority Report was not before the Commission when the Report of the Commission was adopted. As it traverses in great detail some of the ground covered by the Commission, it has become necessary for us to make a few observations when submitting it to Government.

2. *Re: Applicability of the Bengal Tenancy Act and the Madras Estates Land Act.*—Messrs. Sreenivasaiengar and Gundu Rao are at considerable pains to prove the inapplicability of the Bengal and Madras Tenancy Act to Mysore. This might give the impression that the Commission have recommended the wholesale adoption of the Bengal and Madras Acts. This is far from being the case. A perusal of the report will show that what we have done is to draw attention to certain large principles of universal equity which the above Acts give expression to.

3. *Re: Compulsory Settlement of vritti villages* —As regards the compulsory Settlement of Vritti villages, the Minority Report quotes the opinion of a few witnesses against it, but there is a larger body of authoritative opinion in favour of it. It is agreed* by all that mutual relations of the vrittidars should be definitely fixed in order that the constant disputes between vrittidars among themselves and with their tenants might abate but, we fail to see how this is possible without at the same time settling the liabilities of each individual tenant. To take an example which illustrates the usual condition of things: if there are three Vrittidars A. B and C. and four tenants D. E. F. and G. of whom D pays rent to A and B; E pays rent to B and C; and F and G pay rent to A. B and C; or, in any of the other numerous permutations possible, it appears impossible in practice to allocate each vrittidar's share on the land, unless the rent payable by each tenant is determined.

4. *Inducements to Inamdars for asking for Settlement*—The suggestion to give inducements to inamdars for introducing Settlement was Mr. Sreenivasiengar's which we adopted to the extent possible, but we still consider that no Government is justified in handing over to interested private parties powers of a judicial nature, with penal provisions; and hence we adhere to the opinion given in the Report.

5. *Cultivation of Batayi Lands*—We are unable to entertain the idea of Government recognising enforced labour in any from. Enforced labour cannot be regarded as co-partner-ship—and whatever the vested rights of the inamdars might have been legislation cannot be made use of for legalising what the enlightened conscience of mankind condemns.

* As stated in the Report of the Committee Mr. Darashah is of opinion that we should not interfere in villages in which Vrittidars are not a source of trouble to anybody.

6. As regards the other claims made in the Minority Report on behalf of inamdars, we have only to say that these were fully considered by us, and that we have attempted to reconcile the conflicting interests of inamdars and tenants to the fullest measure possible.

Paddy and Ragi Crops.

Review on the final forecasts for 1920-21.

During the year under review, the total area under paddy has been 680,385 acres as against 752,773 acres (revised figures) or nearly 11·55 per cent less than the total area in 1919-20. The decrease has occurred in all the districts except Shimoga. More than one-third of this contraction in area, *i.e.*, 33,484 acres out of 92,368 acres has occurred in the district of Hassan alone. As a necessary consequence of this large decrease in the area the outturn has gone down from 214,125 tons in 1919-20 to 175,333 tons. The outturn this year is 18·12 per cent less than the actual outturn during the preceding year and 35·85 per cent less than the standard outturn.

The area under ragi has decreased from 2,238,228 acres during 1919-20 to 2,204,664 acres. For a fall of 1·50 per cent in the area, the outturn has fallen by 17·27 per cent being only 5,617,774 pallas against 6,790,846 pallas in 1919-20. The shrinkage in the Tumkur District alone was as much as 42,000 acres.

The contraction in the areas under paddy and ragi, the staple food crops in the State is noticeably large. It is in the main due to the influence of unfavourable seasonal conditions Government consider, however, that efforts should be made as far as possible to counteract their effects by the most economical utilisation of available irrigational facilities, improved strain of seed and similar measures. The question of increasing the food production of the State is also under investigation separately.

G. O. No. 1154-64—St. 31-20-6, dated 13th May 1921.

Minor Tanks Restoration Scheme.

Review on its Working during 1919-20.

The total number of unrestored minor tanks, the number unfit for restoration and that fit for restoration are reported to be 18,473, 4,241 and 14,232 as against 18,463, 4,253 and 14,210 respectively in the previous year (1918-19). Correct up-to-date lists of unrestored minor tanks called for in paragraph 5 of Government Order No. R. 10521-31—L. R. 15-19-15, dated 11th March 1920, have been submitted only in respect of Chitaldrug and Tumkur Districts. The submission of the lists relating to the other districts should be expedited.

It is very unsatisfactory to note that only 72 out of 703 incomplete works of previous years and only one out of 68 works sanctioned during the year under review are reported to have been completed. The full allotment has not been spent in any of the districts, except Hassan, while in the Chitaldrug District not even half the allotment was utilized.

The Revenue Commissioner has brought to notice that in none of the districts did the Tank Panchayets come forward to take up the execution of any of the sanctioned works and that in all the districts the works were given out on contract.

Government regret that the progress made in the working of the scheme during the year under review was not satisfactory.

G. O. No. R. 13204-15—L. R. 15-20-18, dated 26th May 1921.

Re-settlement of Taluks.

REVISED PROCEDURE.

The following procedure will be observed in future:—

As soon as the proposals for the re-settlement of a taluk are ready, Government will, in consultation with the Survey Superintendent, the Revenue Commissioner and the Deputy Commissioner concerned, determine the general lines on which the assessment should be revised in respect of the re-grouping of the taluk, and the percentage of increase of assessment for the several classes of land, etc. The Survey Superintendent will then submit the proposals for the orders of Government, with all necessary details.

The above procedure does not affect the system of notifying the principles of re-settlement among the villages concerned, ordered in Government Order No. R. 603-53—L. S. 7-18-5, dated the 11th July 1919.

G. O. No. R. 13690-9—L. S. 14-20-14, dated 8th June 1921.

EXCISE.

Excise Advisory Boards.

Rules of working.

The Government of His Highness the Maharaja of Mysore prescribe the following rules, as a tentative measure for one year, for the Excise Advisory Boards established at all the District Headquarter Towns, other than the Cities of Bangalore, Mysore, and the Kolar Gold Fields, where Licensing Boards have been established, and at such other places where the Excise Advisory Boards may be established from time to time.

The Excise Commissioner is requested to submit a report on the working of the rules at the end of one year, and also to furnish Government with his opinion on the question of making the Boards permanent.

ANNEXURE.

Rules.

The Board will consist of (1) the President of the Municipality (President) (2) the District Superintendent of Police or other local Police Officer to be appointed by the District Superintendent of Police, (3) the District Excise Officer or the Revenue Sub-Divisional Officer in charge of the Excise work or local Excise Inspector to be appointed by the District Excise or Revenue Sub-Divisional Officer and (4) two non-official members of the Municipality elected by it. The President will have the power to co-opt an additional non-official member from those classes of the community which do not regard drinking *per se* as a vice, this power being exercisable where representation of those classes is not already secured by the personnel of the Municipal members of the Committee.

2. The Board will meet once a year in February to consider the licensing arrangements for arrack, toddy, ganja, opium and foreign liquor shops, etc., proposed for the ensuing official year.

3. They will also meet on other occasions to consider points that may be referred to them from time to time.

4. The meeting will be convened by the President who will maintain the records of the meetings in his office.

5. The functions of the Board are purely advisory and their recommendations will be confined to local questions.

6. The President of the Board shall have a casting vote.

7. The recommendations of the Board shall be forwarded by the President to the Deputy Commissioner with a covering letter and such remarks as he may consider necessary.

8. In their Administration Reports the Deputy Commissioners will report on the working of these Boards stating the cases in which their recommendations have been approved or rejected.

9. In other cases, the District and Taluk Boards as well as the Municipal Councils will be invited to advise generally on the complete list of shops within their jurisdictions proposed to be opened for any lease and specifically on any proposals for change that may come up for consideration in the course of the year.

G. O. No. R. 12888-96—Ex. 101-20-2, dated 18-5-21.

POLICE.

The Police Department.

Annual review for 1919-20.

The abnormal conditions due to the scarcity and high prices of food-stuffs which formed a general feature of the previous year continued to prevail during the year under review and the increased volume of crime reported is attributed to this circumstance.

Cognizable cases.—The total number of cognizable cases reported to the Police was 8,459 against 8,193 in the previous year, showing an increase of 266 cases. There was a marked increase of offences against property in the districts of Bangalore and Hassan and Kolar Gold Fields, while there was a fall in the districts of Mysore and Chitaldrug and the French Rocks Circle. It is satisfactory to note, however, that there was a reduction in the number of riots, the figure for the year under review being 54 as against 74 in the previous year. It has been brought to the notice of the Government that there is great delay in the disposal of cases of rioting in the Magistrates Courts and that this tends to an increase of this class of crime. There is no doubt that procrastination in the disposal of cases of rioting is a fruitful source of litigation, both civil and criminal, and the District Magistrates are therefore requested to see that the subordinate Magistrates are prompt in the disposal of such cases.

The number of dacoities rose from 45 in the previous year to 57, the largest number being reported from the Tumkur and Shimoga Districts. These are stated to be the work of criminal gangs from the bordering British Districts, but the report is silent as to whether these gangs have been traced and their activities checked. Special efforts should be made in this direction.

Murder cases.—The number of murders reported was 74 against 75 in the previous year, the cases reported from the Mysore District having risen from 6 to 14. The number of convictions rose from 23 to 33, and the percentage of convictions to cases reported was 44·6 against 30·6 and that to cases decided 56·9 against 47 in the previous year.

Sessions trials.—There was an appreciable increase in the number of Sessions cases, *viz.*, from 90 to 108 and it is satisfactory to note that 76·04 per cent of these cases ended in conviction against 63·7 per cent in the previous year. Of these Mysore and the French Rocks Circle show the best results.

Recovery of stolen property.—As regards recovery of stolen property, the results achieved during the year under report do not compare

favourably with those of the last year. In 3,747 cognizable cases, property of the value of Rs. 3,90,181 was lost against Rs. 3,71,096 in 3,970 cases of which property of the value of Rs. 1,25,852 relating to 2,477 cases was recovered against Rs. 1,28,457 in 2,360 cases during the previous year. One of the important tests of the efficiency of the Police is their success in respect of the recovery of stolen property and it is hoped that better results will be shown in future.

Offences relating to coins.—It is satisfactory to note that in one of the three cases relating to this class of offences, the Police seized the offender while he was actually engaged in manufacturing counterfeit nickel coins in the Hassan District and the case ended in conviction.

Theft of cattle.—Though the trade in hides was not brisk during the year, cattle thefts increased from 414 in the previous year to 524 during the year under review, the increase being probably due to the high prices of cattle. Every endeavour should be made to check this class of crime.

Cases referred to police for enquiry.—The Inspector-General of Police brings to notice the increasing tendency on the part of the Magistrates to refer cases to the Police for enquiry. During the year under review the number of such cases was 725 against 534 in the previous year. The attention of the District Magistrates is invited to para 25 of the Report and they are requested to see that the Magistrates do not unnecessarily burden the Police with this class of work which can be disposed of more effectively and with less trouble to the parties in their own courts.

Prosecutions for false complaints.—Out of 1,954 cases ordered to be struck off by Magistrates as false or non-cognizable or as due to a mistake of law or fact, only seven cases were declared to be maliciously false, but sanction to prosecute the complainants was granted in four cases only.

Prosecutions for perjury.—Having regard to the large number of acquittals, discharges, etc., and the frequent complaints of the Police that prosecution witnesses are tampered with, it is strange that only three persons were prosecuted for perjury. Greater attention should be paid by the Police to bring false witnesses to justice. The results achieved during the year under review are poor and show that the Police Superintendents are not alive to their duty in regard to this matter.

Preventive action under Section 565, Cr. P. C.—In two cases only, convicted persons were ordered to notify residence under Section 565, Criminal Procedure Code, as against ten in the previous year. This is not satisfactory considering the large number of cases of previous convictions referred to in the Report. Government desire to emphasize the importance of taking preventive action under the section and the attention of the District Magistrates will be drawn to the remarks made in the last year's review in this connection and they will be requested to submit an early report to Government as to the action taken by them in the matter.

Known depredators.—It will be a great incentive for good conduct on the part of the K. D's if such of them as are reported to be leading an honest and peaceful life are removed from the list. A statement showing the action taken under this head should be submitted in future reports.

Village Police.—It is gratifying to record that the co-operation of the Village Police continued to produce good results as in the previous year. One hundred and twenty-six persons were arrested by the Village Police in 60 cases, against 94 persons in 79 cases during the preceding year and 67 persons were covicted in 43 cases. The Bangalore District shows the largest number of arrests, while no arrests were made in the Chitaldrug District. It is not clear from the report whether the suggestion made in the last year's review regarding the scale of rewards for the Village Police was adopted in any of the districts, and the Inspector-General of Police is requested to furnish information on this point in the next year's report.

Offences under the Juvenile Smoking Prevention Regulation.—Under the Juvenile Smoking Prevention Regulation, 127 juveniles were prosecuted against 22 in the previous year. Of these three were convicted and fined, one was acquitted and 112 were warned as first offenders. Government are glad to note that increased attention is being paid by the police to enforce the provisions of this regulation.

Infant Marriage Prevention Regulation.—There were four cases involving 14 persons under the Infant Marriage Prevention Regulation and of these two cases involving seven persons ended in conviction.

It is satisfactory to note that Police Officers of the higher grades and Amildars have taken an increased share in the investigation of heinous cases.

Violent and unnatural deaths.—The Inspector-General of Police is requested to furnish in future reports information regarding accidental deaths, mining accidents and snake bites, etc.

The total number of officers and men punished judicially and departmentally increased from 1,810 in the previous year to 2,303 in the year under report. Of these punishments, 2,272 were for breaches of departmental rules and discipline and 31 for offences under the Police and other Regulations. The number is large and shows that either the recruitment is not good or that the training is defective. Government hope that better efforts will be made to improve the *morale* of the force.

G. O. No. G. 20930-9—Pol. 62-20-5, dated 7th May 1921.

MEDICAL.

Epidemic Diseases Hospitals in Bangalore and Mysore.

ARRANGEMENTS FOR THEIR FUTURE MAINTENANCE.

In order to place these hospitals on an efficient basis, Government in their Order No. G. 3824-30—San. 53-18-12, dated 14th August 1919, sanctioned the transfer of these hospitals from the control of the Municipalities concerned to that of the Medical Department. The Senior Surgeon has accordingly submitted proposals for the revision of the establishment and other charges of these hospitals according to which the cost of maintenance of each of these hospitals comes to Rs. 20,028 as noted below:—

Details	Bangalore City	Mysore City
	Rs.	Rs.
Establishment charges ..	10,928	10,928
Diet of patients	5,000	5,000
Rations to poor contacts ..	750	750
Hospital necessaries	1,500	1,500
Other charges	1,250	1,250
Contingencies	600	600
Total ..	20,028	20,028

These proposals are sanctioned with effect from 1st July 1921.

As regards the apportionment of the cost, Government direct that the contribution to be paid by the Bangalore City Municipality be fixed at one-half and that by the Mysore City Municipality at one-third of the total cost.

According to the above recommendation, the share of expenditure to be borne by Government amounts to Rs. 23,366 and will be met out of the provision for Epidemic Diseases Hospitals in the Budget estimates for 1921-22.

G. O. No. 24949-52—Medl. 35-12-18, dated 24th June 1921.

SANITATION.

The Malnad Improvement Scheme.

GRANTS REDUCED.

In connection with the retrenchment of expenditure rendered necessary by the present financial condition, the budget grant for Malnad Improvement for the year 1921-22 has been reduced from Rs. 1,55,000 to 50,000. The operations of the scheme have in consequence to be necessarily limited to this grant. Government therefore direct that the work of the Malnad Improvement Committees be suspended during the next year and the work transferred to Medical and Sanitary Departments and the local bodies concerned.

As the grant for Malnad Improvement is hardly sufficient to meet the cost of the dispensaries, midwives and vaccinators, Government direct that the clerical, executive and menial establishment attached to the Malnad Improvement Committees and the allowances sanctioned be discontinued from 1st July 1921.

Government direct that the opening of the dispensaries sanctioned for Kigga and Basarikatte in Kadur District be deferred for the present.

G. O. No. 24560-66—San. 103-20-1, dated 18th June 1921.

Sanitary Department.

MEASURES OF RETRENCHMENT.

The question of effecting retrenchment in the Sanitary Department has engaged the attention of Government for some time past and has also been considered in the Finance Committee. The non-official members of this Committee suggested.—

(1) the combination of the office of the Sanitary Commissioner with that of the Senior Surgeon;

(2) the amalgamation of the District Medical and Sanitary charges; and

(3) the reduction of the number of Assistants attached to the Public Health Institute from two to one.

After a careful consideration, Government have come to the conclusion that it is neither desirable, nor practicable, to combine the office of the Senior Surgeon and the Sanitary Commissioner. The need for a technical adviser in matters of public health is recognised

by every administration and it would be a very retrograde step to revert to the old system under which the Senior Surgeon was performing the dual function of a Medical as well as a Sanitary Adviser to Government. The Senior Surgeon has enough work of his own Department to fully occupy his attention. He is also *ex-officio* Inspector-General of Prisons and cannot be expected to have sufficient time either to supervise sanitary work or to study sanitary problems. Besides, the sphere of work of the Senior Surgeon is different from that of the Sanitary Commissioner. It is necessary that the Adviser to Government in sanitary matters should be one who has specialised in Sanitary science. Even if it were desirable to make the Senior Surgeon the head of the Sanitary Department as well, it would be necessary to give him an Assistant who is a specialist in Sanitary Science to help him in the discharge of his duties. As such a Specialist would have to be paid a fairly high salary almost approaching that of the Sanitary Commissioner, the savings that will be effected by the abolition of the post of the Sanitary Commissioner would be inappreciable, while the adoption of such a step would deprive the State of the benefit of the services of a whole-time officer to look after sanitary administration. Government have therefore resolved to continue the appointment of a separate Sanitary Commissioner for the charge of the Public Health Department.

The next recommendatian for effecting retrenchment in the Sanitary Department is the amalgamation of the Medical and Sanitary charges of each district in a single officer. This arrangement cannot possibly be economically as it will necessitate the appointment of more medical officers in place of Health Officers and will besides affect the efficiency of District Hospitals owing to the frequent tours of District Medical Officers for sanitary work. It will not also fit in with the powers and duties of District Boards which in order to discharge the duties imposed on them by law require the services of full-time officers to look after sanitary work. There are also various defects in the existing system in regard to the working relation between the District Health Officers and the local bodies. In the matter of the preparation of vital statistics, which is one of the important duties of Health Officers there is no co-ordination of work between them and the office of the District Board, and the work is therefore performed very perfunctorily. At present, their work is confined chiefly to the supervision of vaccination work, inspection of house-building sites, sanitary arrangements during jatras and prevention and control of epidemics. For the performance of these duties an officer of the high attainments of a District Health Officer is not necessary. An officer of a lower status who has received some training in sanitary matters and who can work under the orders of the Presidents and Vice-Presidents of District Boards will serve the purpose quite well. In view of these considerations, Government have resolved to dispense with the District Health Officers and to replace them by officers of a lower rank on a pay of Rs. 100—10—150, to be employed directly by the District Boards under the designation of

Chief Sanitary Inspectors for all ordinary sanitary duties, the Sanitary Commissioner himself being consulted by them on highly technical matters. The Health Officers of the Bangalore and Mysore City Municipalities and of the Kolar Gold Fields Sanitary Board, will, however, continue as heretofore.

The duties of the Chief Sanitary Inspectors will be to exercise supervision over Sanitary Inspectors employed by the Taluk Boards in all matters enumerated in Appendix B to Government Order No. 5113-63—San. 86-13-35, dated 8th February 1917, and to check the work of Vaccinators and supervise directly the sanitary works undertaken by the District Boards. The town and minor Municipalities may also make use of the services of these officers, when necessary with the consent of the President of the District Board concerned.

In view of the duties assigned to the Chief Sanitary Inspectors in the matter of checking the work of Vaccinators, the appointments of Deputy Inspectors of Vaccination will become superfluous and Government are pleased to order their abolition. The Vaccinators will in future be placed directly under the control of the Taluk Boards and it is expected that the supervision of their work by the Presidents and Vice-Presidents of Taluk Boards and the Taluk Sanitary Inspectors will be far more effective than the supervision now exercised by the Deputy Inspectors of Vaccination. The services of the Chief Inspectors will be placed at the disposal of the District Boards in place of the Vaccination Inspectors.

In view of the appointment of Chief Sanitary Inspectors, there is no longer any necessity for the reserve staff of one Health Officer and four Sub-Assistant Surgeons sanctioned in Government Order No. G. 18997-9—San. 73-17-6, dated 1st March 1919, which has since been replaced by three Sanitary Inspectors and one Sub-Assistant Surgeon and Government are therefore pleased to direct the abolition of the reserve staff in question.

The remaining proposal put forward by the Finance Committee is the reduction, by one, of the number of Assistants attached to the Public Health Institute. This proposal does not commend itself to Government as two officers are absolutely necessary for the efficient discharge of chemical and bacteriological work pertaining to the Sanitary Department as well as medico-legal work coming up from other departments. When the Bill now before the Legislative Council for the prevention of adulteration of food-stuffs is passed into law, the duties of the Public Analyst will also devolve on the staff of this institute and Government do not therefore think it desirable to reduce the existing staff. The Senior Assistant of the Public Health Institute will as heretoforce look after the current duties of the office of the Sanitary Commissioner in addition to his own duties.

The Sanitary Commissioner will submit proposals at a very early date for the recruitment of Chief Sanitary Inspectors and their training in sanitary matters. He will try to absorb in the new grade as many of the Deputy Inspectors of Vaccination as are capable of receiving sanitary training and performing efficiently the duties of the Chief Sanitary Inspector.

Government have reason to believe that the Health Museum at Mysore is not in as satisfactory a condition as might be desired. They are therefore pleased to direct its transfer to the office of the Sanitary Commissioner, who is requested to take such steps as may be necessary to improve its condition.

The financial effect of the arrangements sanctioned in the foregoing paragraph will be as follows:—

	Rs.
Reduction of seven Health Officers ...	24,960
Abolition of allowances to District Medical Officers, Mysore and Bangalore ...	1,200
Deputy Inspectors of Vaccination ...	7,560
Establishment of District Health Officers ...	2,736
Savings under Travelling Allowances ...	3,000
Health Museum	2,000
Total ...	41,456
Deduct pay of Chief Sanitary Inspectors (8) ...	12,000
Net savings ...	29,456

In view of the appointment of a Chief Sanitary Inspector for each district, the District Medical Officers of Bangalore and Mysore who have no hospital work at their headquarters unlike other District Medical Officers, will not have sufficient work and Government consider it unnecessary to have separate District Medical Officers for these two districts and they are therefore pleased to direct the abolition of these posts in Bangalore and Mysore. The work which is now performed by these officers can be easily distributed among the several Medical Officers working in the cities of Bangalore and Mysore. The Senior Surgeon is requested to submit his proposals in this direction at a very early date.

G. O. No. G. 25243-63—San. 106-20-1, dated 30th June 1921.

EDUCATION.

Education in Mysore.

Lines of Future Work.

With their Order No. 1321-80—Edn. 96-19-1, dated* 5th August 1919, Government published a memorandum on the progress of education in the Mysore State indicating the lines on which further advance could be made after consolidating the results of the vigorous policy inaugurated in 1914. Certain tentative suggestions were also made for the remodelling of education in all grades, and the views and criticisms of the public were invited. Government are glad to acknowledge that the invitation has met with a large response. Opinions have been received from educationists, educational associations and aided agencies, and the entire subject has received detailed consideration in the Representative Assembly, the Economic Conference, the Board of Education and the Conference of Educational Officers. Government have carefully considered these views as well as the criticisms that have from time to time appeared in the press and will now proceed to pass orders on the various subjects dealt with in the memorandum.

I. Primary Education.

All village aided primary schools which serve the needs of a sufficiently large population and which have no competent management should be converted into Government institutions according to a well-defined programme extending over a certain number of years, the additional expenditure thereby involved being distributed between Government and local resources.

A regular census of schools be taken simultaneously in all parts the State through the agency of the Taluk Revenue officials in accordance with the instructions given below :—

(1) The Inspector-General should in the first instance prepare a form for collecting all necessary items of information. The form will be subject to the approval of Government.

(2) The skeleton information already available in the Education Department in regard to each school should be filled up in the forms and the forms relating to each taluk forwarded to the Amildar concerned.

(3) The Amildar should depute for each hobli a smart taluk official for a period not exceeding one month to collect all the information necessary for the education census. The official will be given deputation allowance and special rates of travelling allowance.

* *Vide* Vol. IV, page 75 for an abstract.

(4) The Amildar should before the expiry of the period of one month forward the forms duly filled in to the Inspector-General of Education.

(5) From the information furnished in these forms the Inspector-General should be able to compile the necessary data and prepare a programme for the conversion of the aided Primary schools to Government institutions with the details of establishment and other items of expenditure in respect of each school and the cost of the annual programmes.

Redistribution of schools.—In preparing the annual programmes for the conversion of aided institutions to Government schools the following principles proposed in the Memorandum, which have generally met with approval, may be adopted :—

(*a*) Until the existing schools are properly redistributed so as to provide educational facilities to as large a mass of the people as possible, no new schools should be opened except for girls or for panchamas or in villages with a population of not less than 500 souls having no schools at present.

(*b*) The several types of schools based upon the number of teachers should be distributed according to the school-going population of each village and as far as possible large schools should be established with a sufficient number of teachers and small schools of the single-teacher type eliminated.

(*c*) As a rule common primary schools should be opened for boys and girls except where there is a general desire for separate schools for girls or the number of girls attending the schools is not less than 30, when a separate girls' school may be opened.

(*d*) The order of conversion to Government schools should be determined with reference to the strength of each school, and the population, the needs of which it serves.

(*e*) Schools should be located wherever possible centrally to several villages within a radius of a mile from the school so that a single school may serve as large a number of villages as possible.

(*f*) Where there is a minimum of 15 pupils whose mother tongue is Hindustani, Tamil or Telugu, special arrangements may be made for the teaching of these languages in primary schools.

(*g*) No schools should be continued or opened with a strength of less than 30, the minimum being reduced to 20 in the malnad and in the case of special schools for Panchamas.

In accordance with the foregoing principles Government propose to convert 250 aided schools into Government schools during the next year at the rate of three or four for each taluk subject to the following conditions :—

(1) That the village in which the school is located has a population of at least 500 persons.

(2) That the school has a proper building for its accommodation or the villagers deposit a contribution of half the cost for the construction of a suitable building.

(3) That it has been in existence for over three years.

(4) That it has an average attendance of not less than 30 pupils.

(5) Consistently with the foregoing conditions, schools with a large number of teachers teaching up to a higher grade and those having qualified teachers will have preference.

(6) In the malnad some latitude may be shown in respect of these conditions, the minimum average attendance being reduced to 20.

The remaining schools will be taken up in the order of importance more or less on the same principles in the succeeding years at the rate of a fixed number for each district according to the number of trained teachers and funds available. In announcing this policy Government wish to make it clear that the conversion to Government schools will be restricted to the village grant-in-aid schools started under the scheme of 1914. Government agree with the Board of Education in Mysore and the Council of Missionary aided Education that all possible facilities should be extended for the maintenance of aided schools under well-organised and responsible agencies competent to undertake the management of such schools. The Grant-in-aid Rules are now being suitably revised to give the necessary encouragement to such aided agencies and orders are about to issue separately in this connection.

Government direct that all primary schools should be so remodelled as to provide for a four-years' course and that the entire course be confined to the vernacular.

Improvement of Equipment and Staff.—Most of the opinions received are in agreement with the proposals made in the Memorandum regarding the scale of teachers based upon the strength of the schools. The following scale will therefore be adopted :—

(*a*)	Any school with less than 30 pupils in 4 standards or less	... 1 teacher
(*b*)	Do with 30 to 60 pupils	... 2 teachers
(*c*)	Do with 60 to 90 pupils	... 3 teachers
(*d*)	Do with 90 to 120 pupils	... 4 teachers

(*e*) An additional teacher for every additional 30 pupils.

Every primary school will in addition be equipped with a standard of furniture and equipment costing Rs. 200. The above scale should be introduced in all existing Government Primary Schools as well as in aided schools when they are converted into Government Schools.

The question of increasing the pay and prospects of teachers of Primary Schools has been carefully considered. Though the present minimum starting pay of teachers of Primary Schools was fixed at Rs. 10 per mensem so long ago as 1908 yet in view of the consolidated high price allowances sanctioned in Government Order No. 1403-4—Edn. 131-20-1, dated 6th August 1920, Government consider it sufficient for the present to raise the substantive minimum starting pay of teachers of Primary schools to Rs. 12 per mensem so as to assure them a minimum total of emoluments of Rs. 20 per mensem. The rates of pay will also be regulated by adopting certain uniform

scales of progressive pay. The present scales of pay will be revised as set forth in the statement (Appendix A).* The consolidated high price allowance will be reduced to the extent of the increase of pay now sanctioned subject to a minimum salary of Rs. 20, being secured to every teacher. In addition to the above Headmasters of Primary Schools with a strength of over 200 pupils will be given allowances of Rs. 5 each per mensem. Teachers in Malnad and other unhealthy centres as well as in industrial or commercial centres will also be given local allowances of Rs. 2 each per mensem if they are untrained and Rs. 3 each per mensem if trained.

Transfer of control of Primary Education to Local Bodies.—Government consider that for the present school committees may be constituted for every village school with certain definite powers and functions of their own, and that this system may be tried for a period of three years and the entire question reconsidered at the end of that period. Sannads should be issued to the members of the committees containing a list of their functions and half-yearly reports of the committees obtained regarding the working of the schools and efforts made to secure building accommodation, garden, etc., for the school. The departmental officers should enlist the active co-operation of the School Committee in maintaining the efficiency of the institutions and improving their accommodation, equipment and resources. Similarly the Special Committee appointed in connection with District Boards to deal with education may be required to be in touch with the work of Village Committees and co-operate with the Department in organizing primary education on a proper basis.

Compulsory Education.—The scheme of Compulsory Education is at present in force in 240 centres and Government direct that for the present it may be extended only to 10 more centres.

Government direct that steps be taken to levy an education cess of two annas in the rupee in cities and one anna in the rupee in towns on all items of Municipal revenue which may be subject to the imposition of this cess. The control over primary education will be transferred to such Municipalities as undertake to meet one-third of the cost of primary education in their areas with the help of the above cess as well as from other resources, if necessary. In the case of Municipalities to which control over primary education is not transferred as above the amount collected as cess will be credited towards educational expenditure as the ontribution from such Municipalities.

For the present Government do not deem it necessary to raise the age of compulsion. The compulsory age, *viz.*, 7 to 11 may remain as fixed at persent. Compulsion will also be restricted to the four years' course of primary education in Kannada. In compulsory areas the primary sections in Government and aided schools will be treated as independent sections with separate accounts of expenditure.

Curricula.—As arrangements have been made to introduce uniformity in the standards of primary schools, instruction being

* Not printed here.

confined to the Vernacular, Government consider that the syllabus and curricula of studies for the course should be examined by the Board of Education and revised so that the four years' course may be utilised to the best advantage. The Inspector-General of Education is therefore requested to submit proposals in the matter in consultation with the Board of Education at a very early date.

With the expansion of education in rural areas the resources of the Village School Fund become more and more inadequate and the grants from Government to supplement the deficit form now much more than 50 per cent of the fund. As the schools are all Government institutions a separate fund is an anomaly. Government are therefore pleased to direct that the Village School Fund be abolished.

There is very little doubt however that the total ultimate expenditure on primary education in the State, if there is to be proper consolidation of work already done and further gradual advance on sound lines, will not be less than Rs. 25 lakhs per annum.

Middle Schools.

Government direct that all middle schools be remodelled on a uniform type of Anglo-Vernacular schools as indicated in the Memorandum.

The Inspector-General is requested to collect information regarding the strength of the existing Vernacular Middle and Rural Anglo-Vernacular schools and prepare a programme of conversion or development of these into Anglo-Vernacular schools according to the total strength of the schools and the strength in the highest Kannada class. The schools should whenever necessary be redistributed so that each school may serve as large an area as possible. Government are pleased to sanction the conversion of 250 Vernacular Middle or Rural Anglo-Vernacular schools to fully developed Middle schools on the lines explained above at the rate of 50 every year during the next five years.

All middle schools should provide for a four-year course in four Anglo-Vernacular forms. The primary sections in all Anglo-Vernacular schools should be constituted into separate primary schools and the Anglo-Vernacular schools confined to the middle school classes.

Medium of instruction.—Government direct that the medium of instruction throughout the middle school course be Vernacular, English being taught only as a compulsory second language.

Revision of Curricula and Publication of books.—Government direct that the scheme of publication of Kannada books be coordinated with the present scheme of making Kannada the medium of instruction throughout the middle school course.

Scale of staff and pay of teachers in middle schools.—One important measure necessary for improving the efficiency of middle schools is to raise the standard of minimum qualifications of teachers and give them adequate pay and prospects. No candidate who has not passed the Secondary School-Leaving Certificate examination and has

not been trained should be entertained as a teacher in a middle school nor any one appointed as headmaster unless he has also passed the Entrance or Intermediate Examination. The headmasters of all important middle schools should be graduates.

The scale of pay of teachers of middle schools will be fixed as follows :—

Headmasters of middle schools with a strength of 400 pupils or more and trained graduates who are headmasters	.. ...	75-10-125
Headmasters of middle schools with a strength of over 200 pupils and graduate teachers in middle schools	.. ..	50-4-70
Headmasters of middle schools not included in the above and assistant masters of the additional sections of the IV A.-V. class	..	40-2-50
Other assistant masters ...	III. A-. V. classes	30-2-40
	II. do	25-1-30
	I. do	20-1-25
When the total number of pupils in any class exceeds 50.	One additional teacher of the same grade for a new section of the class.	

Sanskrit and Hindustani Munshis will be appointed in all middle schools. Separate Munshis for Tamil and Telugu will however be appointed only where there is a minimum of 10 pupils taking up these languages. Every middle school should have a qualified Drawing Master on Rs. 25—1—30 and a Physical Instructor on Rs. 20—1—25. Wherever a sufficient number of pupils desire to undergo courses in Music and are prepared to pay fees so as to enable the class being run entirely as a self-supporting adjunct of the school, arrangements should be made to entertain a Music teacher or a sufficient number of such teachers and to open a class in Music.

The following scale of clerical and menial establishment will also be provided for in the case of all Anglo-Vernacular schools :—

1 Clerk on Rs. 25 per mensem

1 Peon on Rs. 9

1 Additional peon may be entertained for every 100 pupils when the strength of the institution exceeds 100.

The consolidated high price allowance will be reduced to the extent of the increases now sanctioned.

HIGH SCHOOLS.

Government consider that no high school should be opened with less than 40 pupils in the IV form nor continued if the total strength of the High School classes falls below 75. No class should have more than 6 sections in the cities of Bangalore and Mysore or more than three in other High Schools.

New Optional Sections.—The scheme of opening commercial clases in High Schools for the teaching of Commerce as an optional subject was sanctioned in Government Order No. 12060-1—Edn. 160-17-6, dated 13th June 1918. These classes which have

been opened in High Schools are very popular and Government have in view the opening of Commercial classes in other High Schools. They however consider that in view of the need to keep the cost of High Schools within a reasonable level and the circumstance that teachers who are appointed to teach Natural Science, Commerce and similar subjects are not likely to find sufficient work in teaching these subjects only in moffusil High Schools owing to the limited number of pupils, such classes should not be opened unless there is a likelihood of a minimum number of 20 students taking the subject or the teachers employed can teach other subjects also.

Medium of Instruction—One important question raised in the Memorandum regarding High School education is the medium of instruction. Though there are weighty reasons in favour of adopting Kannada as the medium of instruction, yet Government are not at present prepared to introduce such a drastic change. English has to continue to be the medium of instruction in the University and is an essential requisite in all the higher departments of Government service. A knowledge of English is absolutely necessary for advancement in any commercial or industrial calling. The object of the Secondary School-Leaving Certificate Scheme being to prepare pupils either to qualify for higher studies or to earn a living, Government are of opinion that English must continue as the medium of instruction and that no effort should be spared to train pupils to as high a standard in the subject as may be possible.

Government consider that in view of the far reaching changes that have been introduced in the general scheme of education according to the proposals now sanctioned the entire curriculum of the S. S. L. C. course should be examined by an expert Committee on which the University should be adequately represented. The Inspector-General of Education is requested to submit proposals on the subject in consultation with the University Council.

Scales of establishment and grades of pay.—The subject of fixing certain standard scales of establishment in High Schools and revising the grades of pay of the entire staff has received the careful consideration of Government. The following scale of establishment may be adopted:—

For a high school with only one section in each form or 3 sections altogether.	1 Headmaster (14 periods). 4 Assistant Masters (22 periods). 1 Clerk, 3 peons, 1 attender.
For a high school with 4 sections ...	1 Headmaster (16 periods). 5 Assistant Masters (24 periods). 1 Clerk, 3 peons, 1 attender.
For a high school with 5 sections ...	1 Headmaster (16 periods). 6 Assistant Masters (25 periods). 2 Clerks, 3 peons and 1 attender.
For a high school with 6 sections ...	1 Headmaster (16 periods). 8 Assistant Masters (24 periods). 2 Clerks, 4 peons and 2 attenders.
For a high school with 7 sections ..	1 Headmaster (16 periods). 9 Assistant Masters (24 periods). 2 Clerks, 5 peons and 2 attenders, and so on.

Sanskrit, Kannada and Hindustani Munshis will be appointed in all High Schools and separate Munshis for Tamil or Telugu will be appointed where there is a minimum number of 10 pupils taking up these languages.

The scale of pay of head masters and assistant masters also requires revision. Government prescribe the following scale of pay :—

HEADMASTERS 11.

2 on Rs. 375—$\frac{25}{2}$—400 for Bangalore and Mysore.
2 do 300—$\frac{25}{2}$—350 for Tumkur and Shimoga.
3 do 250—$\frac{25}{2}$—300 } for other High Schools.
4 do 200—$\frac{25}{2}$—250 }

ASSISTANT MASTERS 120.

40 on Rs. 125-10-175.
80 do 75-10-125.

The minimum pay of an assistant master of a high school is thus raised to Rs. 75. As far as possible only trained graduates or B. Sc's. or M.A's. should be entertained.

As regards the introduction of polytechnic courses in high schools discussed in the Memorandum, Government consider that provision may be made for the teaching of Industries and Agriculture, which have already been included in the curriculum for the S. S. L. C. course. Facilities may be provided for the teaching of Agriculture and three industries, *viz.*, carpentry, smithy and weaving in the High Schools at Bangalore, Mysore, Tumkur and Shimoga and Agriculture and carpentry in all the other high schools. The course should be sufficiently practical and advanced to enable the student to earn a living without a long course of subsequent practical training.

In the case of students who take up industries in the S. S. L. C. course and desire to pursue further technical studies after the high school stage, advanced instruction in Mechanical and Electrical Engineering will be given in the Mechanical Engineering School and a course of Civil Engineering in the Engineering School which will be transferred to Bangalore. Similarly, students passing with Agriculture can undergo a further higher course at Hebbal. Provision already exists for students that might take up commerce and pass their S. S. L. C. Examination to join the senior course in Commercial schools. These measures will provide for the continuity of vocational education from the lower grades.

EDUCATION OF GIRLS AND WOMEN.

As the disparity in educational facilities should be reduced gradually, Government direct that 500 new primary schools for girls should be established within the next five years at the rate of 100 per annum. These will be included among the 250 schools to be converted into Government institutions every year.

Government consider therefore that the vernacular middle schools for girls may also be converted into one uniform type as the boys' schools. All new schools should, as far as possible, be staffed entirely with women teachers. Special Industrial classes should be attached to girls' schools to teach cutting out, needle work, embroidery, lace-making, etc., and arrangements should be made to train and secure competent mistresses.

Government consider therefore that it is necessary to have two Central Normal Training institutions for women, one at Mysore and the other at Bangalore. The normal sections of the Maharani's High School should be specially developed so as to provide for the training of women who have undergone the S. S. L. C. cource and the Training School for Hindustani school mistresses should be amalgamated with the Normal School attached to the Maharani's High School but with a separate staff to give instruction in Hindustani. The Normal School to be opened at Bangalore should provide for the training of 100 teachers of primary schools.

Buildings and equipment.—In the construction of school buildings Government direct that the requirements of girls' schools should have preference. A separate programme should be prepared for the construction of buildings for girls' schools, an annual allotment of Rs. 30,000 being set apart for the purpose out of the entire allotment for buildings. The equipment of girls' schools should also be improved. The question of standardising equipment in girls' schools will be referred to the Education Board for consideration along with the subject of revision of curricula.

Government direct that the grades of pay of women teachers in High Schools for girls be revised as follows:—

Existing			Revised		
No.	Rate Rs.	Average per mensem Rs.	No.	Rate Rs.	Average per mensem Rs.
		(Head Mistresses.)			
3	200—20—300	800	2	250—20—250	633⅓
		(B. A. Hons. L. Ts. M. A., etc.)			
2	150—10—200	366⅔	8	150—10—200	1,466⅔
2	175—25—200	380	...	.....	.....
3	150	450	...	.....	.....
		B. A's.			
1	75—10—125	10 ⅓	6	100—10—150	800
5	50—4—70	316⅔	...	.....	.....

The scale of pay of the Women Inspectorate will remain as at present and whenever graduates are appointed Assistant Inspectresses they will be placed in the higher grade of Rs. 100—10—150. As regards the other grades of teachers Government direct that the scales of pay of school mistresses be fixed at 25 per cent in excess of the

scales of pay of teachers in boys' schools thereby raising the minimum pay to Rs. 15 which will be in addition to the high price allowances that are admissible to them under the rules.

The subject of revision of curricula of all grades of girls' schools will be referred to the Board of Education. Government desire to emphasize the necessity of an elastic curriculum for girls' schools both of the primary and middle school grade, somewhat different from that of boys' schools. Special attention has to be devoted to instruction in subjects useful to women.

TECHNICAL EDUCATION.

The education now imparted in the primary and secondary schools is too literary in character. Adequate provision has not been made for the training of the hand and the eye with the result that the large number of pupils who are not successful in their literary studies or cannot afford higher studies have very few openings in life in industrial occupations. On the other hand industrial schools do not provide for a sufficiently high standard of literary education nor even a high standard of vocational training which would produce a more intelligent type of artisans able to pursue industrial occupations.

With a view to remedy these evils Government recognise the entire scheme of technical education in three distinct branches, *viz.*, the combinatoin of practical instruction with literary education in the primary and secondary schools, the establishment of Elementary Industrial schools at taluk headquarters and of higher Industrial schools at District Headquarters and the opening of Trades schools in selected centres for imparting specialised training to artisan communities engaged in such industries as handloom weaving, sandalwood carving, lacquerware, kambli-weaving, metal work, etc.

Practical Instruction.—As regards primary education, Government consider that at such an early age of the pupils definite agricultural or industrial teaching should not be imparted but ideas relating to rural life and economy should be conveyed through the medium of the lessons in the text books and by practical demonstration. Their powers of observation should be developed by a course of nature study, kindergarten and drawing which should form an essential part of the curriculum.

In middle schools in rural areas attended almost entirely by pupils of the agricultural classes, agriculture and carpentry will be made the subjects of practical instruction. In urban areas, particularly in the cities, the bulk of the students are not likely to adopt agriculture as a calling and it would also be difficult to provide a farm within easy distance of the school. Provision will therefore be made for instruction in carpentry, weaving or rattan-work or any other alternative industrial subject in urban middle schools. The Inspector-General is requested to prepare a suitable syllabus of practical instruction on the above lines so as to include sloyd or manual training, the courses in industries being correlated as far as possible to the compulsory course in drawing and to the courses in the industrial schools.

The following scale of charges for establishment and equipment is sanctioned for the courses of practical instruction in middle schools:

Recurring cost for each school.

1. Teacher for	Carpentry	Rs. 20 plus 10 (high price allowance)
1. Do	Agriculture	Rs. 20 plus 10 do
1. Peon		... Rs. 7 plus 5 do
Contingencies for both the classes		11⅓
		83½ p.m. or Rs. 1,000 p.a.

Non-recurring charges.

For Carpentry	200
Agriculture	300
Total ...	500

Industrial Education.—The Chamarajendra Technical Institute will be further developed as a central institution for training in Arts and Crafts in the State. Besides containing a large number of sections for training in several industries it should provide for advanced courses in the subjects taught in the District Industrial Schools. As a very large number of teachers for the practical instruction classes in middle schools and the industrial classes in Taluk and District Industrial Schools will have to be trained in the next few years, arrangements will be made immediately for the training of a hundred teachers in carpentry, drawn largely from the artisan classes who could after a short period of training be put in charge of the classes for elementary training in these subjects. The Director of Industries and Commerce is also requested to arrange simultaneously for the training of about 50 weavers in the Weaving Factory every year.

For the industrial training of pupils in the districts there should be two grades of schools—Taluk and District Industrial Schools, providing for Elementary and Higher Courses of training respectively, the courses being continuous. The District Industrial Schools should be so organised as to enable the pupils to take full advantage of the facilities for practical training in the Government Industrial workshops at the headquarters of districts and also to provide for the correlation of art instruction to industrial training. There should also be correlation between the practical instruction in Middle Schools and the course of training in the Industrial Schools so that candidates who discontinue literary studies after the middle school course may have special facilities for continuing their industrial training.

Each District Industrial school will be provided with the following scale of establishment:—

		Rs.
1 Superintendent ...	75—10—125+10 (high price allowance)	108 1/3+10
4 Instructors on (30+10)		160
1 Teacher for General Education	25+10 (high price allowance)	35
1 Clerk	25+10 do ...	35
2 Peons 8—7	15+10 do ...	25
Materials		60
Tools		30
Contingencies		10
Rent		30
Total ...		503 1/3

Roughly 500 per mensem or Rs. 6,000 per annum.

As there are industrial schools already at the District Headquarters a lump sum of Rs. 4,000 will be provided in the budget of 1921-22 for improving their equipment so as to bring them up to standard.

Each Taluk Industrial school will be provided with the following scale of charges, establishment and equipment.

Superintendent	50+10 (high price allowance)	..	60
2 Instructors	25+10 do	..	70
Clerk	15+10 do	..	25
Peon	8+ 5 do	..	13
Teacher for General Education	25+10 do	..	35
House rent ..	.. .. ..	..	20
Scholarships ..	.. .. ..	..	100
Contingencies ..	.. .. ..	..	8
			331

Rs. 331 per mensem or Rs. 4.000 per annum.

Equipment Rs. 1,000.

In view of the large number of teachers of the industrial schools and practical instruction classes that will have to be trained it would not be possible to provide every taluk with an industrial school in the course of the next five years. Half a dozen taluk industrial schools will therefore be opened every year during the next five years so that there may be 38 industrial schools at the headquarters of taluks including the District Industrial schools and in addition to the trades schools. As a rule no section for imparting instruction in a particular industry should be opened without a minimum of 15 pupils.

The existing scheme of scholarships tenable in Industrial institutions provides for a progressive scale of scholarships ranging from Re. 1 to Rs. 5 in subjects such as carpentry, inlaying, etc., and Rs. 6 to Rs. 12 in Art courses. It has been represented that the number and value of the scholarships are too inadequate to induce pupils to remain for the full period of their courses as, with the knowledge they get in the earlier stages, they are able to earn more outside. Government consider therefore that sufficient inducement should be afforded to encourage pupils to stay for the full period of the courses and direct that the scheme of scholarships may be replaced by a system of payment of wages to pupils according to the quality and quantity of work turned out by them.

Trades Schools.—In centres where communities of artisans have specialised for decades in any particular industry the institution to be started should have a special reference to the industry and the community engaged in it, and should aim at improving the industry itself rather than merely train pupils to a certain standard. Instances where industrial schools already existing may be converted into trades schools are those at Sagar, Channapatna, Dodballapur, etc. New trades schools may be started at Nagamangala, Sravanabelagola, etc. In these trades schools a high degree of specialisation should be aimed

at so as to enable the artisans to withstand competition in the market. The schools may be conducted on strictly commercial lines. These schools will be organised and worked by the Industries Department.

The District and Taluk Industrial schools as well as the Chamrajendra Technical Institute will also be transferred to the control of the Director of Industries and Commerce who will be better able to co-ordinate the working of these institutions with reference to the actual requirements of industries in the State.

In the industrial and trades schools sufficient work-deposits will be provided for the purchase of raw materials. The Inspector-General of Education will be requested to submit proposals in consultation with the Director of Industries and Commerce regarding the possibility of co-ordinating the supply of raw materials and of marketing the finished articles for all these schools. Each Industrial school should have a museum of models, etc. It has been found difficult to compel pupils to undergo the full term of training as they often leave the institutions before being fully trained. The introduction of an apprentice act to remedy this evil has been recommended by the Inspector-General of Education and the Board of Education and this subject is receiving attention separately.

Engineering Schools.—At present there is a Civil Engineering School attached to the Chamarajendra Technical Institute and a Mechanical Engineering School at Bangalore. As the Engineering School at Mysore is not an integral part of the Chamarajendra Technical Institute Government consider that the Civil Engineering School should be transferred to Bangalore and amalgamated with the Mechanical Engineering School.

The School of Engineering thus reconstituted will have separate courses in the following branches of Engineering:—

1. Civil
2. Mechanical
3. Electrical
4. Workshop Practice.

Diplomas should also be given to the pupils who pass the technical examinations in these subjects. The school of Engineering will be under the control of the Education Department as at present.

Agricultural Education.—A scheme for the introduction of Agriculture in Kannada schools was introduced in a very few selected schools in 1913. These classes have not been very successful and have been since abolished. Experience has proved that no useful purpose is served by providing for agricultural training in the primary stage and that arrangements may be made only to impart simple ideas on agricultural methods and practices along with lessons on nature study. In places where suitable facilities exist a small farm or garden may be attached to the school to develop the powers of observation of the pupils. With regard to purely agricultural education, the Hebbal School now consists of two sections, one an English section with a three years' course for securing recruits for the Agricultural Inspectorate with a fairly high standard of general education and providing an advanced course to gentlemen farmers, and the other a purely

vernacular course for a period of 12 to 18 months for sons of raiyats, teachers of vernacular schools, etc. In addition to the vernacular section of the Hebbal School, the Chikkannahalli Agricultural School provides for Agricultural instruction in Kannada.

As arrangements have to be made for the teaching of agriculture as an optional subject in all rural middle schools the number of scholarships at the Hebbal School will be increased to 50 so as to secure separate trained teachers for Agriculture to be provided in each middle school under the scheme for practical instruction.

Commercial Education.—Government are glad to note that commerce sections already opened in high schools are popular and are pleased to direct that commerce sections be opened wherever a minimum strength of 20 pupils for the commerce class is available.

EDUCATION OF SPECIAL COMMUNITIES.

Backward classes.—The proposals made above regarding the improvement of primary and middle schools in rural areas are calculated to bring adequate facilities within easy reach of the rural classes. As an incentive for the higher education of a large mass of the population, Government have abolished fees in middle schools. A large number of scholarships have been instituted for the backward classes. The award of these scholarships will be systematised but so as not to incur additional expenditure.

The question of reservation of seats for particular communities does not seem to call for any special orders as accommodation is proposed to be provided for all candidates seeking admission in the departmental institutions.

The only way to reduce the age at which Mahomedan pupils attend school is by a strict enforcement of the provisions of the Compulsory Education Regulation requiring a pupil to attend school in his seventh year. The efficiency of the teaching may be improved by a larger recruitment of Hindu teachers who know Urdu and by the liberal grant of scholarships to Mahomedan pupils taking to higher education. In centres not having a sufficently large Mahomedan population to justify the maintaining of a separate school a Hindustani Munshi may be attched to the primary or middle school provided there is a minimum of 15 pupils in a primary school and 10 in a middle school. The proposal to convert all middle schools to the Anglo Vernacular type would enhance the number of Anglo-Hindustani Schools and thus improve their efficiency. The Inspectorate for Hindustani Schools has been recently reorganised and one additional District Inspector appointed for charge of the Malnad Division.

Government direct the Inspector-General to select from among the 27 Hindustani middle schools for girls an institution which has the greatest chances of success as an Anglo-Hindustani Girls' School and submit proposals for converting it into a Boarding Anglo-Hindustani School. As regards the higher education of Mahomedan girls the Inspector-General is requested to take steps to staff the Maha-

rani's High School and the Vani Vilas High School entirely by lady teachers to facilitate the admission of ghosha ladies to these schools.

Panchama Education.—In all important centres of Panchama population suitable facilities should be provided for the primary education of Panchamas by opening special schools. In view of the peculiar apathy of the class in the matter of education it is desirable that for sometime to come education should be carried to their very doors by opening schools in all Panchama centres. Twenty-five such schools will be opened every year during the next five years. Village schools may be started wherever a minimum attendance of 30 can be secured. The three existing residential institutions should be developed more fully so as to facilitate the training of 250 pupils in each and should be utilised largely for providing teachers for Panchama schools in rural areas. Three more institutions of the same type will also be opened. The Inspector-General of Education is requested to submit proposals for developing the existing Central Boarding Institutions on the foregoing lines to the fullest extent before recommending the opening of new schools of a residential type. For industrial training not only special facilities have been provided in the residential institutions but special weaving and other industrial schools will be opened and scholarships given to Panchama pupils having aptitude for higher studies in Agriculture or industries.

For the education of Panchama girls and training them to be mistresses of schools a Panchama boarding school for girls combining general with industrial education suited to Panchama girls may be opened at a cost not exceeding Rs. 15,000.

Training of Teachers.

The training of elementary school teachers is perhaps the most important problem in connection with the improvement of primary schools in the State which are now staffed to a very undesirable extent by untrained and even unpassed teachers of very short experience. This subject has received careful consideration at the hands of the Board of Education and the Conference of Educational Officers. Their recommendations are:—

1. That the number of normal schools of the existing type may be increased to 20. This has also been recommended by the Inspector-General of Education.

2. That 500 stipends be instituted for attracting suitable candidates.

3. That passed but untrained teachers already in service be given a deputation allowance of Rs. 5 per mensem during the period of training.

4. That the course of training of the Lower Secondary grade be extended from one year to two years in order to secure really efficient training. The Board of Examiners for Teachers' Certificates also supports this view.

Government agree that if the trained teachers should be really efficient their course of training should be extended to two years so

that they may in addition to receiving normal training improve also their knowledge of the subjects to be taught.

The number of existing normal institutions, viz., 7 for men and 3 for women is inadequate as they provide for the training of only about 500 teachers per annum. Government direct that the normal schools be increased by 5 during the first year and by another 5 in the following year so as to provide for the training of 500 more teachers every year. Of these normal schools one should be for women and located at Bangalore. Each of these normal schools will be provided with a fixed scale of charges for establishment and equipment. All the new normal schools should take in the maximum number of pupils that may be admitted. Wherever teachers in service are not available to undergo the training the amounts provided for allowance to substitutes may be utilised as stipends for private pupils.

On the organisation of the Teaching Faculty in the University, the Graduates' Training class in the Training College will be abolished and the Training College will be reorganised as a Normal School for the training of teachers of the Secondary grade, the English Training classes of the Lower and Upper Secondary grades being continued in the institution on the existing basis.

INSPECTORATE.

Government direct that the post of Deputy Inspector-General be abolished and that an additional Circle Inspector be appointed for the Malnad Districts. The charges of the District Inspectors will be reconstituted in Educational Ranges, each range being composed of a group of taluks fixed with reference to area and the number of schools. The number of Assistant Inspectors will be increased to 60 and the grade of educational supervisors done away with.

As the teaching of several subjects in High Schools is specialised and Circle Inspectors may not be able to scrutinise the teaching of all the optional subjects alike, Government propose to depute a commission composed of University Professors or other specialists to test the efficiency of teaching in High Schools and to report upon the condition of High Schools.

Inspection Code.—The Inspection Code should be revised thoroughly and brought up to date, definite duties and responsibilities being specified for each grade of officers. It is essential that all High Schools should be examined in detail at least once a year and inspection reports submitted to Government with the Inspector-General's review. Anglo-Vernacular Schools and Kannada High Schools should be inspected once a year according to a definite programme and the Inspector-General should review the reports submitting copies of the reviews to Government. The present rule prescribing the inspection of the institutions in each district by the Circle Inspectors in alternate years is not a good one. If the Circle Inspectors inspect half the number of Anglo-Vernacular schools in each district every year they ought to be able to visit all the districts in their charge once a year and this modification may be made in the Inspection Code. It is

essential that the Inspecting Officers should have as little clerical work to do in the way of office routine, so that they may be free to move about within their charge and make surprise inspections whenever necessary in addition to the regular inspection provided for in the Code.

The forms of diaries prescribed for Inspecting Officers should be revised and improved so as not to entail too much writing work but to give a good idea of the inspection work done. It is very essential that the Inspecting staff should periodically interchange with the tutorial staff as ordered in 1913. The scale of pay of the Inspectorate has been suitably revised so as to render this feasible in making transfers and appointments.

Efficiency of the service.

Government in their Order No. 7127-9—Edn. 96-19-7, dated the 31st January 1920, sanctioned the institution of an Educational Service Proficiency Examination.

The examination should be obligatory only upon all Head Masters. The examination would thus be obligatory upon all Head Masters of High Schools and officers in the Inspectorate to qualify them for future promotion to the grade of Range Inspectors and higher appointments in the Inspectorate. The subjects for examination will also be modified as follows :—

(1) Comparative study of Educational systems,
(2) Mysore Service Regulations and the Mysore Account Code.
(3) Education Codes of the British Provinces, and other Native States.

Buildings and Hostels.

The Government consider that all unnecessary expenditure on buildings should be avoided and that as far as possible educational buildings should be of a simple but durable type. All future programmes and estimates will be prepared on this basis.

At present a programme of buildings arranged in the order of their urgency and importance is prepared once in five years and the construction and improvement of buildings are undertaken on the basis of this programme. Government consider that in view of the large increase in attendance likely to result from the introduction of the present policy of expansion a new programme should be prepared at once and a calculation made of the cost necessary to meet the most urgent requirements in the next five years. As far as buildings for primary schools are concerned preference should be given to cases in which the villagers come forward to construct them on the grant-in-aid basis. In the case of girls' schools and schools for depressed classes buildings may be provided entirely at Government cost. Whenever possible arrangements may be made to provide school buildings by encouraging private capitalists to undertake the construction on a guarantee of rent at a reasonable rate. The Inspector-General of Education is requested to estimate and report

the probable amount required to complete the most urgent buildings within the next five years on the above lines.

As regards the procedure to be adopted in the construction of buildings Government consider that the following principles may be followed in fixing the powers and responsibilities of the various agencies :—

(*a*) The Inspector-General of Education will be responsible for the preparation of a suitable programme of buildings both for primary and secondary schools before the commencement of each year and to see that adequate funds are allotted for these various institutions and that the programme is given effect to every year.

(*b*) In regard to school buildings in villages for which the villagers have made a contribution, the Inspector-General of Education will have the power to sanction the grant-in-aid under existing rules, that is, up to Rs. 500 in each case.

(*c*) At present the Education Department is empowered to execute original works costing up to only Rs. 1,000, works exceeding this limit of cost being worked out by the Public Works Department. With a view to accelerate the construction of educational buildings, the Education Department will be authorised to execute original works costing up to Rs. 5,000. As a large building programme will have to be undertaken by the department for Primary School buildings each Range Inspector will be given the assistance of a Sub-Overseer for the preparation of estimates and the execution of works.

(*d*) All petty repairs, white-washing, *etc.*, should be carried out through the Heads of the institutions concerned, a definite provision being included in the budget for the purpose and suitably distributed.

(*e*) Estimates exceeding Rs. 1,500 will be scrutinised by the Public Works Department and sanctioned by Government as hitherto.

Hostels.—Government attach considerable importance to the provision of adequate residential arrangements for pupils in connection with educational institutions of the higher grades both as an important means of development of higher education among the rural population and in view of the facilities thus offered for supervision over the students living in large towns. Government consider that each Government High School should have attached to it a Government hostel with common residential quarters and separate kitchens for different communities wherever there is a minimum of ten boarders of the community and the boarders desire a separate kitchen. As regards Anglo-Vernacular Schools, as it is not possible for Government to provide hostels in connection with such a large number of institutions these should be started on the grant-in-aid basis liberal grants being given under the rules to stimulate private enterprise. With a view to place the working of Government hostels on a satisfactory basis and to encourage private agencies in starting hostels, Government have revised the rules regulating grants to hostels, both Government and aided, in their Order No. 451-3—Edn. 35-18-57, dated 11th July 1919. Under this scheme the Government

provides the cost of educational supervision by appointing a Warden Tutor or educational supervisor; otherwise Government Hostels are run as self-supporting institutions, the establishment, boarding and house rent charges being divided among the boarders subject, however, to the condition, that, where the charge on account of establishment and rent exceeds Rs. 3 per boarder in the cities of Bangalore and Mysore and Rs. 2 at other places, the excess is paid by Government. In the case of hostels attached to Training Institutions and hostels intended for girls and the depressed classes, the full cost of establishment charges and room rent is borne by Government.

The grants admissible to aided hostels under these rules are as follows:—

(i) A grant equal to one-third of the pay of the Manager.

(ii) One-third of the cost of equipment and one-third of rent where the hostel is held in a rented building.

(iii) Increase of building grants to Hostels from $\frac{1}{3}$ to $\frac{1}{2}$ the cost for a period of five years.

(iv) Grants to provide for educational supervision.

The question of further revising the scale of grants to Hostels is under consideration and separate orders will be issued on this subject.

The development of the existing Panchama Boarding Institutions and the starting of three more institutions as referred to above would provide for only 1,500 Panchama pupils. As the amount provided for scholarships to the students from depressed classes cannot be expected to reach all the other needy pupils of the community, Government consider it desirable to open special Panchama hostels where free boarding will be provided in lieu of scholarships for Panchama pupils reading in local schools.

Miscellaneous.

52. *Adult Schools.*—The Education Board havecome to the conclusion that compulsion cannot be introduced in regard to Adult Education. The other recommendations of the Board are that:—

(i) students may be admitted into adult schools three times in a year, the year being divided into three terms and admissions made at the beginning of each term;

(ii) when the attendance falls below a prescribed minimum for three months in succession the grant given to the school may be withdrawn;

(iii) the number of inspectors may be increased to provide for efficient inspection of these schools;

(iv) prizes for regular attendance and satisfactory progress may be awarded to students of these schools by the local bodies and charitable individuals on a voluntary basis, a suitable grant being given from Government to supplement these contributions and

(v) an oral examination be conducted by the departmental officers.

Government are in general agreement with the views of the Board of Education. They also consider that these classes may be opened only where a minimum attendance of not less than 30 adult pupils can be secured, preference being given to localities having an industrial population. There should be an efficient local committee to see that the classes are conducted properly. Till a separate agency is provided for the inspection of adult schools the existing inspecting staff should include these schools within their inspection and submit regular periodical reports.

Grant-in-aid.—The question of revising the grant-in-aid Code was referred to the Education Board who consider that the following principles may be adopted in order to evolve a satisfactory grant-in-aid system in the State:—

(i) A minimum endowment yielding an annual income equal to one-fourth of the recurring expenditure should be insisted upon before any grant is sanctioned.

(ii) A system of salary grants may be introduced in all grades of schools, the grant being equal to half the salary of fully trained teachers up to the maximum of the scale of staff and pay fixed in the case of Government Schools.

(iii) In addition to the above salary grants, ordinary grants may be paid, not exceeding the excess of expenditure over income, the income for the purposes of calculation being reckoned as including (*a*) salary grants, (*b*) fees levied at standard rates, allowance being made for exemptions authorised by Government, and (*c*) subscriptions and income from endowments, etc.

Government are in complete accord with the above proposals which are expected to prevent the opening of venture schools without any resources and to induce aided agencies to employ trained teachers and thus make the institutions as efficient as possible. In order to prevent the rule as to the minimum endowment from operating as a hardship to schools already in existence the Board of Education have proposed that five years' time be given before the rule as to the minimum endowment is insisted upon. The revision of grant-in-aid rules will form the subject of a separate Government order.

Government have recently passed orders sanctioning the institution of a Provident fund for the benefit of teachers of aided schools.

Religious and Moral Instruction.—The views of the Board of Education are as follows:—

"As regards ordinary schools, the teaching of religion either as an abstract or metaphysical subject or as a set of dogmas acceptable only to a particular sect or community should be avoided and the school should be content with the teaching of sound morals based upon a religious spirit of reverence and devotion leaving the religious spirit thus produced to develop in later life into a desire for regular study of theology according to their individual or communal professions or conviction. The best possible way of teaching morals and religion in close harmony with each other and without giving rise to dogmatic differences or social controversies among the younger

generation is suggested from the attendance of Hindus of almost all castes at the places where Puranas are read or Harikathas performed or Bhajanas conducted. As in the case of these Puranas and Harikathas, there should be in the class room no regular teaching or any discussion, but there should be on the part of the teacher only reading, explaining and illustrating such stories and incidents from such sacred books as are acceptable to all the communities of Hindus and are likely to find reverential hearing on the part of the students. As regards Normal school teachers under training, they should be trained in a knowledge of the fundamental principles of the Hindu religion based upon a broad and catholic basis so that there may be in the course of some years a sufficient number of teachers not only to teach morality on a religious basis, but also to teach religion on a broad and unsectarian basis."

The Board is further of opinion that passages may be selected from the Ramayana, the Mahabharata and various Puranas, dealing with the lives of great heroes, sages, saints, etc., and also beautiful sayings and verses from the Vedas, Gitas, etc., and a series of reading books prepared in three grades.

Government are in general agreement with the foregoing views of the Education Board. In schools having a large number of pupils of a particular persuasion facilities may be given for special religious teaching to such pupils. The Inspector-General of Education will be requested to work out a scheme on the above basis in consultation with the Education Board and submit detailed proposals to Government. Option will be given to parents who object to such teaching on conscientious grounds to obtain for their children an exemption from attendance at the class by application to the Head Master of the school. So far as schools situated in single school areas specially so declared are concerned, Government have already, in their Order No. 11440-1—Edn. 63-18-96, dated the 8th June 1920, approved of the proposal of the Inspector-General of Education that religious instruction in such schools shall be voluntary in the sense that it is open to the parent or guardian to withdraw a pupil from attendance at religious instruction on a written request sent to the Head Master of the school. To facilitate the exercise of the option thus accorded, religious instruction will be imparted either in the first or last hour of any working day and attendance at these classes shall be voluntary and shall not count for term certificates.

Physical Culture, Sports, etc.—The present system of drill instruction in schools is considered unsatisfactory and with a view to the improvement of the system of physical culture and the co-ordination of all such activities Government consider that a Director of Physical Culture may be appointed and attached to the Office of the Inspector-General of Education. He may be given the assistance of two Inspectors of Physical Culture; special instructors will be appointed in every Middle School and a uniform system of physical culture approved by the Medical Department will be introduced.

Though sports fees are now collected in most schools systematic

attention is not paid to the subject by the teachers. All teachers should be required to take interest in the subject and to popularise sports among the pupils The Director of Physical Culture should supervise the arrangements for sports in the schools and popularise suitable school games.

Medical Inspection.—A scheme was sanctioned in 1916 for the medical examination of pupils at district headquarters, but so far it has not been brought into operation to any satisfactory extent owing to various causes which have been referred to in the Memorandum. Government on further consideration are of opinion that in view of the cost involved and the large organisation that would be needed for the medical inspection of all schools, only a beginning can be made for the present in introducing the scheme in the Government Anglo-Vernacular and High Schools at district headquarters. In the cities of Bangalore and Mysore the services of a retired Medical officer or a qualified private practitioner may be engaged on an allowance of Rs. 100 to 150 per mensem. At other district headquarters arrangements may be made for the work being conducted by a local Medical Officer on payment of a fee which may be about one rupee per pupil for two half-yearly examinations. The details of the scheme will be further worked out by the Inspector-General of Education in consultation with the Senior Surgeon and submitted to Government for orders in due course. Government would be glad if aided agencies could also make similar arrangements for the medical inspection of schools under their charge and would be prepared to give, as far as funds permit, grants-in-aid not exceeding half the expenditure actually incurred by the management.

The Boy Scout Movement.—The progress of the Boy Scout Movement in the State has been very satisfactory as evidenced by the large number of troops that have been formed and the number of local scout associations that have sprung up. With a view to stimulate local interest in the movement and place the administration of the troops in the hands of local scout associations a scout grant-in-aid code has been approved by Government in their Order No. 10236-7—Edn. 405-19-4, dated the 24th April 1920, which provides for the distribution of grants according to certain scales fixed therein. The headquarters Council of Boy Scouts recently proposed that efforts should be made to place the scout movement on a popular and unofficial basis and that with this view an appeal should be made to the public for funds. Government have sanctioned the recommendation regarding the issue of an appeal but consider that the movement should continue under official management for some time longer.

The scheme of district, taluk and rural libraries was inaugurated in 1917 and subsequently placed under the control of the Inspector-General of Education. With a view to popularise the scheme and provide for efficient local control, Government consider that the initiative in the matter of starting libraries should in future rest with local bodies. The immediate control and management of

the libraries may be left to Committees appointed by the subscribers with the approval of the local bodies which will however be ultimately responsible for their working.

Persons or associations desirous of starting public libraries should in the first instance apply to the local bodies for the needful aid. Grants shall not be given to libraries for which there is no actual need in the locality or whose stability or continuance is doubtful. As a rule the expenditure on equipment and maintenance shall be met in equal proportions by the subscribers, the local bodies and Government.

Finance.

The measures set forth in this order involve considerable additions to the present standard of expenditure on education. As worked out in the forecast of expenditure the additional cost involved is as follows :—

	Recurring	Non-recurring	Total
First year	... 9,32,779	5,21,750	14,54,529
Second ,,	... 13,25,281	2,46,000	15,71,281
Third ,,	... 16,64,681	2,28,500	18,93,181
Fourth ,,	... 19,64,081	2,28,500	21,92,581
Fifth ,,	... 22,60,481	2,28,500	24,88,981
Sixth ,,	... 21,34,931	.....	21,34,931.

In April 1917 Government made considerable additions to the resources of local bodies by assigning to them the annual income from Mohatarfa and the Local Funds General which yield an additional annual income of Rs. 5 lakhs to the District Boards. This was done by Government with a view to enable local bodies to undertake larger responsibilities in the matter of providing educational and other facilities in rural areas. But as very few other items of expenditure have been transferred to District Boards and they have not undertaken any responsibilities in the matter of education the amount transferred to them have to a great extent remained unutilized merely adding to their surpluses from year to year. Government do not propose to transfer control over Primary Education to local bodies for sometime to come. They have accordingly decided to resume the unutilized additional resources referred to above namely Mohotarfa and 67 per cent of the local cess on Excise and certain items of Forest Revenue representing the Local Funds General. When Primary Education is eventually transferred to the control of local bodies then the question of placing some of these resources again at their disposal will be considered.

In this connection, it is also observed that the present rates of Mohatarfa taxes in rural areas were fixed so long ago as 1860. Government consider that the question of revising these rates should not be further delayed. The Revenue Commissioner is requested to submit necessary proposals for the revision of the rates, so that the revised rates may be introduced with effect from 1922-23.

Of the local cess on Excise and Forest revenue 67 per cent which is now credited to District Boards will as above stated be resumed for on excise of education. The balance of 33 per cent of the local cess and forest revenue as well as 24 per cent of local cess on

land revenue now being credited to the Village School Fund which is abolished under the present order will be car-marked for expenditure on education.

The question of levying an educational cess on land and excise revenue was discussed in the Memorandum on Education. As it is impossible to undertake the large improvements set forth in this order without this additional income, Government direct that an education cess of one anna in the rupee be levied on all the items of land, excise and forest revenue on which local cess is now levied. An education cess of two annas in the rupee in cities and one anna in the rupee in towns will also be levied as already referred to above. Steps have already been taken to suitably amend the Local Boards and Village Panchayets Regulation and the Municipal Regulation to enable the District Boards and Municipal Councils concerned to levy an education cess. In areas where the Boards or Councils do not raise the cess to meet the expenditure, the programme of development outlined in the foregoing paragraphs will be curtailed to a corresponding extent.

The income from Mohatarfa and other cesses specially ear-marked for meeting the additional expenditure on education will be treated as a separate fund, any lapses in the expenditure from the fund being available for items of non-recurring expenditure in the succeeding years.

It will be observed that with the present financial resources of the State it is practically impossible to provide during the next few years any large additional expenditure in the Education Budget and it is therefore proposed that a major portion of the amount required for meeting the additional cost consequent on the reforms should be raised from fresh taxation in regard to which the local bodies have to be specially empowered by necessary amendments to the Local Boards and Municipal Regulations. As it will however take sometime before the amendments to the Regulations are put through the Legislative Council and the local bodies can raise money by fresh taxation the programme of improvements to be introduced during the first year has necessarily to be curtailed and restricted to the amounts that can be made available from other sources without recourse to legislation. Government are, in these circumstances, pleased to direct that in addition to the appropriation to be made in the Budget Estimates for the year 1921-22 for the Education Department with reference to the present sanctioned scale of expenditure a further sum amounting to Rs. 4,96,000 representing the revenue derived from Local Funds General and Mohatarfa, hitherto credited to District Funds and now ordered to be resumed with effect from the next financial year, be allotted to the department for giving effect to the most urgent items of reform sanctioned in this order. The Inspector-General of Education is requested to submit proposals as regards the items of reform which are urgent and may be introduced in the next year with the additional resources now made available. These should include the revision of pay of teachers of all grades and of the Inspectorate as well as the re-organisation of Industrial Education. It should be noted that the revision of pay will be subject to the readjustment of

APPENDIX.

FORECAST OF EXPENDITURE.

Additional Expenditure during.

Items	First year	Second year	Third year	Fourth year	Fifth year	Sixth year
1. Educational Survey, Deputation and Travelling Allowances.	7,000	...	...	...	...	...
2. Revision of grade of pay of teachers of Kannada Elementary schools and A.-V. schools.	1,65,000	1,65,000	1,65,000	1,65,000	1,65,000	1,65,000
3. Conversion of 250 aided primary schools to Government schools.	1,63,400	2,76,800	3,90,200	5,03,600	6,17,000	5,67,000
4. (a) Conversion of 50 Vernacular Middle schools every year into A.-V. Schools.	87,000	1,59,000	2,31,000	3,03,000	3,75,000	3,60,000
(b) Lump addition for Pandits, drawing instructors, etc. ...	50,000	50,000	50,000	50,000	50,000	50,000
5. Revision of grades of pay and scale of staff of High Schools ...	70,000	70,000	70,000	70,000	70,000	70,000
6. Practical Instruction in A.-V. schools	2,40,550	2,25,550	2,75,550	3,25,550	3,75,550	3,50,000
(a) Polytechnics in High Schools	2,68,800	76,800	76,800	76,800	76,800	76,800
7. Reorganisation of Industrial Education	22,000	42,000	66,000	90,000	1,14,000	1,08,000
8. Commercial Education- opening an additional Commerce Section in each High School every year.	3,000	6,000	9,000	12,000	12,000	12,000
9. Revision of scale of pay of women teachers and lady Inspectorate.	8,140	8,140	8,140	8,140	8,140	8,140
10. Panchama Education	62,139	96,991	1,36,491	1,73,491	2,10,491	1,77,991
11. Normal Schools	95,000	2,00,000	2,10,000	2,10,000	2,10,000	1,05,000
12. Revision of Inspectorate for schools	78,000	71,500	71,500	71,500	71,500	71,500
13. Adult Schools	10,000	10,000	10,000	10,000	10,000	10,000
14. Medical Inspection and Physical Culture	24,500	23,500	23,500	23,500	23,500	23,500
15. Grant in-aid towards Education Buildings at Rs. 500 each for 500 schools (Provision already made 1,50,000).	1,00,000	1,00,000	1,00,000	1,00,000	1,00,000	...
Total ...	14,54,529	15,71,281	18,93,181	21,92,581	24,88,981	21,34,931
Budget Provision in 1920-21	37,00,000	37,00,000	37,00,000	37,00,000	37,00,000	37,00,000
Total Budget provision to be made in the next five years and forecast of standard of expenditure thereafter.	51 54,529	52,71,281	55,93,181	58,92,581	61,88,981	58,34,931

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G. O. No. 11180-250--Edn. 498-20-1, dated 25th May 1921.

the high price allowances which should be reduced to the extent of the increases of pay now sanctioned.

INDUSTRIES AND COMMERCE.

Auditors of Companies in Mysore.

RULES FOR THE GRANT OF CERTIFICATES.

In exercise of the powers conferred by sub-section (2) of Section 144 of the Mysore Companies Regulation, VIII of 1917, and in modification of the Rules published with Notification No. 1237—I. & C. 6-18, dated 7th August 1918, the Government of His Highness the Maharaja of Mysore issue the following Rules providing for the grant of certificates entitling the holders thereof to act as auditors of Companies in the Mysore State.

RULES.

1. The Government may, upon receipt of an application in this behalf from any person other than a member of any institution or association specified in Government Notification 1234—I & C. 6-18, dated 7th August 1918, who is not below 21 years of age and who has at least five year's practical training in auditing accounts and who can satisfy the Government as to his competency, grant to any such person a certificate entitling the holder thereof to act as an Auditor of Companies.

2. Every such certificate shall be in force for a period of two years from the date thereof unless it is previously cancelled under the Rules and may from time to time be renewed for periods not exceeding two years.

Provided that, subject to cancellation under these Rules, the Government may in exceptional cases issue such a certificate without limiting the period for which it is so to remain in force.

3. A certificate granted under Rule 1 shall be in the Form A or B (according as it is temporary or permanent) appended hereto.*

4. The certificate shall specify the language or languages of the accounts which the holder shall be entitled to audit and the holder thereof shall be entitled to audit accounts kept in such language or languages only.

5. (*a*) Every person desirous of obtaining a certificate shall apply to the Secretary to Government, Departments of Education and Agriculture, through the Registrar of Joint Stock Companies in the State and shall specify:—

(i) His full name, age, caste, residence and qualifications and the language or languages the accounts kept in which he wishes to audit.

* Not printed here.

(ii) Any examination in auditing or accountancy he has passed with a certificate to that effect, and

(iii) If he has served in any firm of auditors or accountants particulars thereof and the period for which he may have so served; and

(iv) If he has audited independently the accounts of any companies, the names of such companies and the number of the accounts so audited.

(*b*) He shall state in his application whether at any time he has applied for a certificate from any other Government or Administration in India and the result of such application.

(*c*) He shall supply such further information bearing on his application as the Government at any time require of him.

6. The applicant shall also furnish satisfactory evidence of character.

7. An applicant on behalf of a firm of accountants consisting of more than one member shall be made in the name of the firm and shall state the name and qualifications of each member of the firm.

8. The Government may refuse to grant a certificate to, or after a certificate has been granted may, cancel the certificate of any person;

(*a*) Who has been convicted of a non-bailable offence by a competent court;

(*b*) When the Government after due enquiry considers to have been guilty of unprofessional conduct, or

(*c*) Who has been adjudged bankrupt or has made an assignment for the benefit of his creditors.

9. (i) No person shall be entitled to a certificate except on payment to the Registrar of Joint Stock Companies in Mysore a fee at the following rates namely:—

	Rs.
(*a*) for a permanent certificate ...	100
(*b*) for a temporary certificate or a renewal certificate ..	25

(ii) Such fee shall be credited by the Registrar to the Government

10. (*a*) The Registrar of Joint Stock Companies shall maintain a register in which shall be entered the names, residence and qualifications of every person or firm to whom a certificate has been granted under these rules, the date on which it has been granted and if provisional, also the date on which it expires.

(*b*) When a certificate is cancelled, the name of the person or firm to whom it was granted shall be removed from the said register.

(*c*) It shall be the duty of the Registrar to keep the register correct and up-to-date.

(*d*) Such register shall be open to the inspection of the public on payment of a fee of annas eight for each inspection.

11. An application for a renewal of certificate shall be made through the Registrar of Joint Stock Companies three months before the expiry of the period of the certificate the renewal of which is desired. The certificate of which the renewal is sought shall accompany the application.

Notification No. 10872—I. & C. 359-20-2, dated 11th May 1921.

PUBLIC WORKS.

Krishnarajasagara Project.

Constitution of a Committee.

The Krishnasagara Project was sanctioned in October 1911, and the work on the Reservoir Dam was commenced in the month of November of the same year. The first stage of the Reservoir with storage of 80 feet is expected to be completed by the end of June next. The channel works undertaken to settle the expropriated ryots have been completed and more that half of the area commanded has been brought under irrigation. The storage in the Reservoir, as it became available, has been utilised to increase the generating capacity of the electric power works at Sivasamudram.

Several questions, such as exploration of the storage at eighty, what further developments are needed to increase the Revenue returns on the outlay so far incurred, and the financing of the remaining works of the Reservoir Dam, and the canals proposed and to be proposed in connection with the full development of the scheme, require careful consideration.

On account of the complex nature of the issues and the magnitude of the interests involved, Government consider it desirable that a representative Committee should be appointed to go into the question of future policy, to examine the project in all its bearings and to advise Government in the matter.

They accordingly direct that a Committee composed of the following members be constituted for the purpose:—

(1) The Chief Engineer in Mysore (Chairman).
(2) Rajasabhabhushana Dewan Bahadur Mr. K. P. Puttanna Chetty, C.I.E.
(3) The Revenue Commissioner in Mysore.
(4) Rajasabhabhushana Mr. Karpur Srinivasa Rao.
(5) The Chief Electrical Engineer in Mysore.
(6) The Financial Secretary to Government.
(7) Rajasabhabhushana Mr. C. P. Dalal.

Mr. M. G. Rangaiya, Executive Engineer, will act as Secretary to the Committee.

The terms of reference to the Committee will be as noted below:—

(i) The suitability or otherwise of the present revised estimate for the second stage of the Reservoir, and what revision, if any, it requires, before it is sanctioned by Government.

(ii) The absolute minimum of requirements under further works to be executed within the next ten years, and the order of

urgency in which they should be taken up, with a programme of such works, limiting the expenditure, as far as is consistent with safety, to not more than 10 lakhs per annum.

(iii) The relative merits of the Irrigation and the Power schemes respectively under the first stage, and the further development of Irrigation and Power schemes under the second stage.

(iv) If no further works are to be carried out under the first stage after satisfying the existing obligations under hot weather supplies and the canals already excavated, the propriety or otherwise of debting the total cost of the first stage to the Cauvery Power Works, crediting to it all irrigation revenues now derived and that may be derived when the existing canal scheme is fully developed. Also modification, if any, required in the G. O. of 4th May 1917, laying down the method of distributing revenue between the Irrigation Project and the Cauvery Power Scheme.

(v) The extent to which the High Level Canal Project, which has not been included in the present revised estimate for the two stages, should be undertaken, if at all, having regard to the difficulties regarding labour, population, and the high cost of these canals, and the revenue aspects of the same, taking into consideration Sir M. Visvesvaraya's forecast and the criticisms of the Financial Secretary and of the Revenue Department in this respect and also the recommendation of the late Chief Engineer, Cauvery Valley Irrigation, made in para 10 of his Note dated 14th September 1919, and para 52 of his Note dated 5th February 1921.

(vi) The desirability or otherwise of a new Irrigation Act to facilitate further development of irrigation either on the first or on the second stage, and if it is desirable, the suitability or otherwise of the Draft Bill already prepared in the Legislative Department, and the modifications, if any, it requires.

(vii) The feasibility or otherwise of adopting the scheme of contribution and water-rate sketched out in Sir M. Visvesvaraya's Memorandum on the Krishnarajasagara, January 1919; the difficulties, if any, there are in the way of its adoption and what modified scheme, if any, can be adopted.

(viii) An estimate of the work of land acquisition under the second stage, as finally recommended by the Committee, up to the point of its completion, together with suggestions for improvement and rectification of defects, if any, in the method adopted for land acquisition under the sanctioned canals, and recommendations for the method to be adopted in future, in the matter of surrender of holdings, crops compensation, etc.

(ix) Any other matter that may come to the notice of the Committee requiring special orders of Government.

The Committee is also empowered to invite any gentleman or persons who are conversant with, or interested in the project, and whom they consider likely to give useful information on the questions, to appear before them and to take their evidence.

G. O. No. P. W. 205-216—K. S. S. 226-237, dated 7th June 1921.

RAILWAYS.

Mysore Railways.

Increase of Fares.

In view of the abnormal rise both in the cost of material and wages, Government sanction the first, second and third class passenger fares being enhanced from 1st August 1921 as follows :—

Class		Fare per mile		
I	...	From 18	to 24	pies.
II	...	,, 9	,, 12	,,
III	(Mail)	,, 3½	,, 4	,,

The third class fare for ordinary trains to remain the same as at present, *viz.*, 3 pies per mile.

G. O. No. R. 3791-96—Ry. F. 130—O. L. 20-21, dated 6th June 1921.

LOCAL SELF-GOVERNMENT.

Municipal Councils in Kolar District.

ANNUAL REVIEW FOR 1919-20.

The number of minor Municipal Councils in the Kolar District remained the same as in the previous year, *viz.*, 5. The area covered by these Municipalities was 422 sq. miles with a population of 14,784. The Amildars of the Taluks continued to be the Presidents of the Municipal Councils. The privilege of electing their own Vice-Preidents was conferred on all the Municipal Councils but was availed of only by three, *viz.*, Srinivaspur, Bagepalli and Malur.

Meetings and attendance.—All the Municipal Councils, except Gudibanda, held the prescribed number of meetings. The average attendance—official and non-official—was 7·6 against the sanctioned strength of 11·4 and was thus satisfactory.

Demand, Collection and Balance.—The total demand including arrears under all heads amounted to Rs. 15,606-9-2. Of this, the collection including a remission of Rs. 1-8-0 amounted to Rs. 12,759-10-6, leaving a balance of Rs. 2,846-14-8 and the collection work was thus satisfactory in all the Municipal Councils except Srinivaspur.

Financial condition.—The year opened with a balance of Rs. 12,202. The income during the year was Rs. 12,782 against Rs. 10,892 in the previous year, resulting in an increase of Rs. 1,890 chiefly due to better collection of taxes. The expenditure during the year was Rs. 13,937 against Rs. 11,957 in the previous year, resulting in a small increase, 1,980 due to the payment of grain compensation and war allowances to the Municipal employees. The year closed with a balance of Rs. 11,047.

Incidence of Taxation.—The average incidence of taxation was Re. 0-10-4 and ranged between Re. 0-6-11 in Malur and Re. 1-5-1 in Goribidnur.

Public Health, Sanitation, etc.—The public health in all the Municipalities was reported to be generally good throughout the year under review. The number of births and deaths registered during the year was 350 and 343 against 259 and 930 respectively in the previous year and mortality was thus low. Government have however reasons to believe that the above figures are not accurate and consider that early steps should be taken to improve the present system of registering vital statistics by framing necessary bye-laws therefor, etc. Cholera was reported to be prevalent in Goribidnur and Malaria in Malur and Gudibanda, the causes for which require investigation.

In the Local Fund Dispensaries subsidized in part by the Municipal Council, 33,347 patients were treated as against, 33,288 in the previous year. It is however unsatisfactory to note that only 591 persons were vaccinated as against 614 in the previous year. Vaccination was compulsory in all the Municipalities. In view of the fact that small-pox and measles were prevalent in all Municipalities, except Srinivaspur, the Municipal Councils are requested to make use of the provisions of the rules under the Compulsory Vaccination Regulation more freely so as to reduce the infant mortality from small-pox.

Public Works.—The outlay on Public Works during the year was Rs. 1,177-9-4 as against Rs. 4,192 in the previous year.

Government are glad to note that non-official Vice-Presidents and members are reported to have evinced great interest in their work. The Deputy Commissioner is requested to advise the Presidents of the several Municipal Councils to make larger use of the services of the aforesaid gentlemen to improve the administration of the local area.

G. O. No. R. 12695-6—Ml. 116-20-24, dated 14th May 1921.

PUBLIC SERVICE.

Backward Communities

GOVERNMENT ORDER ON THEIR INCREASED REPRESENTATION IN THE PUBLIC SERVICE.

The question of the adequate representation of all communities in the State in the public service has been engaging the attention of Government for some time. Various instructions have been issued from time to time in regard to recruitment and the grant of certain concessions for candidates for public service belonging to backward communities. Government felt in 1918 that the time had arrived for a comprehensive review of the situation and for taking more definite measures for increased representation of backward communities, consistently with the maintenance of the required standard of efficiency, in the service. A Committee was accordingly appointed for this purpose in August of that year with Sir Leslie C. Miller, Kt., as President and the following gentlemen as members :—

Rajasabhabhushana Dewan Bahadur C. Srikanteswara Iyer.
Rajakaryaprasakta Rai Bahadur M. Muthanna.
Rao Bahadur M. C. Ranga Iyengar.
Rao Saheb H. Channiah.
Mr. Nawab Gulam Ahamad Kalami.
Mr. M. Basava Iya.

The questions referred to the Committee were as follows :—

(*i*) Changes needed, if any, in the existing rules of recruitment to the public service.

(*ii*) Special facilities to encourage higher and professional education among members of the backward communities.

(*iii*) Any other special measures which may be taken to increase the representation of the backward communities in the public service without materially affecting efficiency, due regard being paid also to the general good accruing to the State by a wider diffusion of education and a feeling of increased status which, it is expected, will thereby be produced in backward communities.

The Committee's report was received in July 1919, and the opinions of the Heads of Departments on this report have since been received. Government have given their careful consideration to the question in all its aspects and lay down the following lines of policy in this matter.

Government consider it necessary in the public interest that an endeavour should be made to arrive at a definite standard of represen-

tation of the backward communities in the public service, provided qualified candidates are available. They are at present of opinion that the proportion of the members of backward communities in all headquarter and district offices of all departments should be gradually raised to 50 per cent of the total strength (exclusive of those in inferior service) within seven years. Such an increase is obviously possible only if a sufficient number of candidates belonging to those communities and possessing the necessary qualifications become available. Government hope that the communities concerned will devote special efforts to training an increasing number of their students for the public service so as to avail themselves of the opportunities now extended to them. In this connection, it has been suggested that if qualified candidates belonging to backward communities are not available duly qualified candidates belonging to those communities should be imported for employment in the State so that the prescribed proportion may be reached in any case. Government consider, however, that the claims of candidates who are subjects of His Highness should have precedence irrespective of the community to which they belong, over candidates not subjects of Mysore. The appointment of outsiders to the public service will therefore in future, as hitherto, be permitted only under exceptional circumstances, and will require the previous sanction of Government in each case.

Government consider it unnecessary that the term "backward communities" should be rigidly defined for the purposes of this order. The term should be understood as including all communities other than Brahmins, who are not now adequately represented in the public service.

In order to secure the result referred to above, it will be a standing instruction to every officer authorised to make appointments to the public service, and to any special agency constituted in pursuance of this order, to give preference to a candidate of a backward community in making an initial appointment so long as the former possesses the prescribed minimum qualification even though he may be less qualified than other candidates. This concession will not be a permanent one and will be given effect to until the proportion of candidates belonging to backward communities attains the level prescribed in this order. A preference of this nature cannot obviously be extended to the backward communities in respect of promotions in service. The interests of service require that when once recruitment is made all officials should depend for future promotion on their capacity and efficiency. No other consideration can be allowed to enter into the question of promotion.

In order to enable backward communities to take advantage of the opportunities now afforded it is necessary that they should be given certain further facilities both in regard to education and the rules of recruitment The Committee have made certain recommendations in regard to educational opportunities. These proposals have been dealt with in the order separately issued on the Education Memorandum.

In regard to the rules of recruitment, the following facilities will be afforded in furtherance of the policy declared above:—

(i) The maximum age for entry into service, which is now 25 years, will be raised to 28 in the case of candidates of backward communities.

(ii) It has been represented by the Committee that the minimum qualifications, educational and departmental, now required of officials are unduly high and that they may well be revised and lowered having in view the character and nature of the services required in each department. Government accept the view that the rules in this behalf require fresh scrutiny and revision and accordingly direct that such revision be undertaken forthwith. In this connection the Committee have suggested certain considerations to be kept in view, namely:—

(*a*) The Educational Department and perhaps in a lesser degree the Judicial Department require a high standard of general and literary education in the officers entrusted with the execution of the duties of the department;

(*b*) the Revenue and Police Departments do not require as high a standard; in them energy, good sense, and initiative are probably surer aids to success than scholarship;

(*c*) in practical and technical services such as Forest, Agriculture, Mining, Electricity, Commerce and Industries, etc., efficiency is probably better achieved by early apprenticeship and by training in the department itself under a thoroughly expert head than by a course of University training; and

(*d*) for clerical and ministerial officers the standard of general education need not be very high, and a knowledge of English, except in a few offices, need not be regarded as essential.

Government cannot agree with the somewhat arbitrary distinctions made by the Committee among the several departments of Government in regard to the standard of general qualifications required for the officers of those departments. It is not easy to lay down a hard and fast rule in this respect. The work to be done in each department will have to be carefully reviewed and the qualification required for each fixed with reference to the needs and character of the work to be turned out, and with due regard to the declared policy of Government to encourage the recruitment of candidates belonging to the backward classes.

(iii) The Clerkship Examination rules will also be revised in the light of the foregoing instructions.

The Committee have proposed also that in regard to the selection of officers to the higher grades of service, competitive examinations might be abolished, and recruitment made by selection by a Board of representative officers. Government do not consider it desirable at

present to abolish competitive examinations for direct recruitment to the higher ranks of the service in certain departments. In their opinion, the interests of the backward communities are sufficiently safeguarded by the nomination of an adequate number of candidates from among those classes on each occasion of recruitment by competition, in the same manner as has been done hitherto.

The Committee suggest that it would tend to the better carrying out of the policy sketched out by them if steps are taken to post an increasing number of officers belonging to backward communities to the headquarter offices. Government accept the principle underlying this recommendation and will consider specially the claims of officers belonging to backward communities in filling up appointments at headquarters.

Government feel that in order to achieve the required progress within the prescribed period special arrangements are necessary to ensure that all qualified candidates belonging to backward communities and desirous of entering public service should secure appointments without undue delay. A central agency is also required for registering all applications for appointment and putting applicants in touch with the offices where vacancies are exist or occur from time to time. They accordingly direct that a Central Recruitment Board be constituted for this purpose in association with the Efficiency Audit Branch of the Chief Secretariat. The detailed functions of this Board and the manner in which appointments should be made in the several departments after the Board comes into existence, will be dealt with in a separate order. The Board will in addition be charged with the responsibility for obtaining statistics of recruitment during each official year and reviewing the progress made in increasing the representation of the different communities in the public service.

G. O. No. 1827-80—E. A. G. 308, dated 16th May 1921.

Central Recruitment Board.

Its personnel and powers.

In pursuance of the Government Order of 16th May 1921, Government direct that the Central Recruitment Board be constituted as follows:—

Chairman.

One of the Members of Council.

Members (Official).

1. The Revenue Commissioner.
2. The Chief Engineer.
3. The Inspector-General of Education.
4. The Chief Secretary to Government.

Members (Non-official).

1. Mr. M. Subbaiya.
2. Mr. G. Paramasivaiah.
3. Mr. Mahomed Abbas Khan.

Secretary.

The Under Secretary to Government, Efficiency Audit Branch.

The Board will have no power of direct appointment, but will act only as a vigilance Committee. The Board is requested to elaborate further details in regard to its work and submit proposals to Government before the end of July 1921.

G. O. No. 2017-72--E. A. G. 525, dated the 30th June 1921.

MISCELLANEOUS.

Postal and Telegraphic needs of the State.

Applications for extension of Postal and Telegraph facilities in the State supported by local officers are being considered by Government and forwarded to the British Postal Department for favour of compliance as far as possible.

The need for a rapid extension of Postal and Telegraph conveniences is great in the interests of trade and commerce as also for affording the people in the rural parts the advantages of keeping in touch as far as possible with centres of activity. The public demand for increasing the number of Post and Telegraph Offices and for improving the service generally is growing insistent and the requirements have to be considered as a whole for the State and the relative demands of the different stations require to be provided for according to programmes drawn up for the purpose.

Government accordingly direct that the Director of Industries and Commerce be entrusted with the work of attending to the Postal and Telegraphic needs of the State. It will be his duty to acquaint himself with the requirements of the State in consultation with the local officers concerned, to discuss with the superior officers of the British Postal Department whenever they visit the State, matters relating to extension and improvement of Postal and Telegraph services, report on the applications for extension of these facilities and submit proposals to Government for action to be taken in communication with British Postal Department.

G. O. No. Fl. 6558-67—Fl. Mis. 1-20-14, dated 10th May 1921.

The Representative Assembly.

Revised Rules of Debate.

The following Rules relating to the discussion of subjects at the Mysore Representative Assembly are published for general information:—

I. Preservation of order.

(1) The President shall preserve order and have all powers necessary for the purpose of enforcing his decisions on all points of order.

(2) Any member may draw the attention of the President to a violation of order and, while he is doing so, all other members shall remain silent.

(3) The President may direct any member whose conduct is in his opinion grossly disorderly to withdraw immediately from the Assembly, and any member so ordered to withdraw shall do so forthwith and shall absent himself during the remainder of the day's meeting.

II. Language of the Assembly.

The business of the Representative Assembly shall be transacted in Kannada, provided that the President may permit any member who is not fluent in Kannada to speak in any other language spoken in the country.

III. Remarks to be addressed to the President.

(1) In the discussion of subjects coming before the Assembly for consideration members shall address the President.

(2) Members seated in the first four rows of the Central Hall will speak from their own places. All other members will come forward to the table provided for speakers and will address the President from there. When a subject has been proposed by more than one member, such of them as wish to speak on it will come to the table as soon as the subject is read and they will speak in the order in which their names are printed against the subject. In all other cases, no member shall stand in his place or leave his seat to proceed to the table until the previous speaker has finished speaking.

IV. Order of Discussion

(1) Every subject will first be introduced and explained by the member or one of the members against whose name it stands in the printed list of subjects. Any other member who wishes to speak on the subject may do so but no member shall speak twice on the same subject unless he applies for and obtains the previous approval of the President before he begins to speak on the second occasion.

(2) The discussion will be confined to the subject which at the time is directly before the Assembly.

(3) Whenever in the opinion of the President a subject has been fully discussed he may close all further discussion.

(4) The member introducing the subject will have the right of reply unless the discussion has been previously closed by the President.

(5) Members may read their speeches and may also read as part thereof passages from books or papers bearing upon the question under discussion.

V. Discussion of subjects. Order and time limit.

(1) Discussion shall be confined to subjects included in the printed books supplied to the members by Government.

(2) Subjects shall ordinarily be taken up for discussion in the order in which they are printed. But the President may, at any time, take up for discussion any particular subject which, he deems is urgent or important.

(3) No speaker shall be allowed to speak for longer than 10 minutes at a time unless he applies for and obtains the previous approval of the President.

(4) The time allowed for the consideration of any subject shall ordinarily be limited to 15 minutes.

VI. Irrelevance or Repetition.

The President, after having called the attention of the Assembly to the conduct of a member who persists in irrelevance or in tedious repetition either of his own arguments or of the arguments used by other members in debate, may direct him to discontinue his speech.

Notification No. G. 22939—R. A. 32-20-1, dated 30th May 1921.

PART II.—Books, Pamphlets, etc., issued by Government Departments (Mysore).

The Mysore Revenue Manual.

The revision of the Mysore Revenue Manual (last printed in 1911) has been undertaken and completed. The revised manual will appear in three volumes instead of in one volume as on previous occasions. The first volume is the Revenue Manual proper, divided into 26 chapters. All the important Government orders bearing on Revenue matters have been codified and properly arranged under respective chapters. The second volume will comprise of appendices or forms and registers referred to in the body of the text (Vol. I). The third volume containing the Miscellaneous Revenue Laws and Rules, which Revenue Officers have to bear in mind in the discharge of their duties was issued during the period covered by this number of the Journal. It is priced Re. 1-8-0 per copy.

The remaining two volumes referred to above will issue shortly.

PART III.—Extracts.

CO-OPERATIVE SOCIETIES.

The Co-operative Movement.

An honorary correspondent of the Publicity Board, who is himself the secretary of a co-operative society, Mr. K. Ramunni Nayar, requested the Publicity Board to publish answers to certain questions regarding the co-operative movement for general information. The Registrar of Co-operative Societies has been good enough to supply answers to these questions which are printed below :—

Question.—What is the object of Government in starting co-operative societies?

Answer.—The object of the Government is to benefit the people. The Government believe that through co-operation people not only become richer but also better and wiser.

Question.—Where does the money which the Government spends on the Co-operative Department come from?

Answer.—The money comes from the taxes paid by the people.

Question.—Does the Government derive any profit from the money it spends on the Co-operative Department?

Answer.—The Government derives no revenue whatever from the co-operative societies.

Question.—Are then the many thousands of rupees which the Government is now spending on the Co-operative Department a waste?

Answer.—The money spent on the Co-operative Department is not wasted because the establishment of co-operative societies will make the people richer, wiser and better. For this reason, both the Government and the people are convinced that it is worth while to spend the money received from the taxpayers, in advising the people how to establish co-operative societies and how to manage them.

Question.—What are the rights and responsibilities of those who become members of the co-operative society?

Answer.—Each member of the co-operative society has a right to take a share in the management of the society by speaking and voting at the general meetings of the society which are held at least once a year and by helping to select suitable panchayetdars. Further, he

can himself become a panchayetdar if the other members of the society choose him. He will have a share in any benefit which the society is able to confer on its members, and in any profits which the society may make. In return for these privileges he has also certain responsibilities. If the panchayetdars manage the affairs of the society very badly, the society may meet with a loss. Then, each member is responsible for a share in the loss. But such losses very rarely occur. So far, there have been no such losses in this Presidency. If the members of the society are careful to select suitable men as panchayetdars, there need be no fear of such losses.

Qnestion.—What causes will help the progress of a co-operative society? What causes will tend to its failure?

Answer.—If the members of the society are industrious, intelligent, trustworthy and unselfish, the society will flourish. If the members of the society are lazy, stupid, untrustworthy, or selfish, the society cannot flourish.

Question.—Who is responsible for the refund of deposits made by members or non-members? Will the money deposited ever be lost?

Answer.—The society as a whole is responsible for the return of the deposits. Such deposits will certainly never be lost, for half the profits of the society every year are set aside as a reserve fund, and thus in a few years a large fund is set aside. If any loss occurs, the depositor has a right to recover his money from this fund. If this fund is not sufficient for the repayment of money deposited, all further losses will be made good by the members. The largest sum which the society is allowed to receive on deposit or borrow is very much less than the total wealth of all the members of the society. Therefore the depositors may be sure that they will be able to recover their money. Besides, we don't advise you to make deposits in the small societies. We advise you to make deposits in the Co-operative Central Banks. These banks make loans to the small societies. As stated above, the amount which they lend to the societies is far less than the total wealth of the members of the society. They will therefore be able to recover their loans without difficulty. It is thus certain that they will be able to repay all the deposits they receive.

Question.—But, if the members of the society have to make good any loss, is it not dangerous to become a member of the co-operative society?

Answer.—Surely not. If the members of the co-operative society will take the trouble to choose suitable men as panchayatdars, they will not incur serious loss. So far, in this presidency no such losses have been incurred. The members of the society themselves select the panchayatdars, and they are careful to select honest men since they know that they themselves may suffer loss if the men they choose are dishonest. Further, the Inspectors of the Registrar of Co-operative Societies visit the Society from time to time and are always ready to give good advice when it is needed. Again all the societies in a taluk can form themselves into a union and appoint supervisors of their own who visit all the societies, inspect their accounts and give warnings when necessary.

Question.—People deposit money in Joint Stock Banks as well as in Co-operative Central Banks. Which is more secure, and why?

Answer.—There are good Joint Stock Banks and bad Joint Stock Banks; there are good co-operative societies and bad co-operative societies. But there is an advantage in making deposits in Co-operative Central Banks, for these banks only lend money to co-operative societies, and there is a rule that the amount of money which they lend must be far less than the total wealth of the members of the co-operative society who are responsible for the repayment of the loan. It must therefore almost always be possible to recover these loans. Therefore, the deposits made in Co-operative Central Banks are not likely ever to be lost.

Question.—If panchayatdars defraud the society, how will they be found out and how will they be dealt with?

Answer.—It is the duty of the general members of the co-operative society in the first place to elect only honest men as panchayatdars. As all the members of the society are generally of one village, they will know who is honest and who is not. In the second place, it is the duty of the members of the society to ask questions at the general body meetings and thus keep themselves informed of what the panchayatdars are doing. Further, the Government Inspectors and the supervisors of the union, scrutinize the work of the panchayat. Panchayatdars who defraud the society can be made to repay by the advice of the leading men of the union and of the Government officers, or, if necessary, by legal proceedings.

Question.—How can the society recover its dues from the debtors to whom it has lent money?

Answer.—In the first place, the panchayatdars should be careful to lend money only to hard working men of good character for useful purposes. Such men will generally repay the loan at the due date. But if the debtor is slow to pay, he can be induced to pay by the advice of the panchayatdars or of the members of the supervising union or of the Government Inspectors. If necessary, a suit can be filed in a Civil Court, or an Arbitration petition may be sent to the Assistant Registrar of Co-operative Societies. The awards of the Assistant Registrars can be executed by Civil Courts, or, in certain cases, by the Revenue officers.

Question.—Besides issuing loans, what other things can be done by co-operative societies?

Answer.—Co-operative societies have been formed to secure many different advantages for co-operators. For instance, if a number of people join together into a society in order to borrow jointly the money required by the members and to lend it to the members according to their needs, then it is found that the society can obtain the money at a low rate of interest and can lend it out to its members on favourable terms. Similarly, when a number of people join together into a society to buy some article required by them, *e.g.*, oil-cake manure or fish manure, and to distribute it afterwards among themselves according to their needs, it is often found that they can buy manure of

a better quality at a cheaper price than if each man buys separately the small quantity which he needs for himself. In the same way people in towns can join together and form a society to buy rice, sugar and other things which they need and to sell them to the members of the society. Again when people join together into a society to sell their paddy or cotton or groundnut, they can obtain a better price for a large quantity than if each man sells a small quantity separately. Again, people may often find it profitable to form a society to purchase expensive machinery or agricultural implements. The society then owns these implements jointly and can lease them out for moderate fees to the different members of the society. Thus, all the members of the society can get the use of the implements though no single man would be in a position to buy them for himself.

Again people in some countries have found it profitable to establish co-operative factories to manufacture things they need for themselves, or to prepare their own productions for the market. Thus the raiyats in a village can join together and form a society to set up a cotton ginning press or a rice mill so as to gin their cotton or mill their paddy for themselves before selling it. In the same way the raiyats at Nidamangalam in Tanjore have set up a bone-crushing factory at which they manufacture bone-meal manure for themselves. Thus in different parts of the presidency, new co-operative societies are being formed for many new objects, besides for the lending of money. We hope that much profit will come both to the raiyat and to the labourer from these societies. [*Madras Publicity Bureau.*]

FINANCIAL.

Audit and Appropriation Report.

ON THE ACCOUNTS OF THE GOVERNMENT OF INDIA FOR 1919-20.

Financial Irregularities.

The great bulk of irregularities brought to light during the year fall into one or other of the following classes:—

I. Expending money on objects for which there is no sanctioned estimate or appropriation, or expending money in excess of sanctioned estimate or appropriation.
II. Delay in taking action on audit objections.
III. Neglect of the interests of the Government.
IV. Irregular use of Government money or Government property.
V. Manipulation of accounts to avoid audit objection.

Expending money on objects for which there is no sanctioned estimate or appropriation, or expending money in excess of sanctioned estimate or appropriation.

The irregularities in the Public Works Department in connection with want of or excess over sanctioned estimate or appropriation are too numerous to admit of detailed mention. Three cases only have been cited of over two and three years' delay in the Madras Presidency in sanctioning estimates, as examples of delay in taking action on audit objections, but these are not the worst examples. Cases of inordinate delay occurred in every other province notwithstanding repeated calls from audit for sanctioned estimates. It would not, I fear, be an exaggeration to assert that the need for a sanctioned estimate or allotment before the commencement of a work has come to be regarded in the Public Works Department merely as a measure to meet *an audit formality*. If it be a mere formality, from which no benefit results, the sooner the rule requiring such estimates and allotments is abolished the better for all concerned. As a matter of fact, this rule is most necessary in the interest of the tax-payer. In any system in which works have to be executed on a large scale it is essential, if economy is to be ensured, that a programme should first be mapped out based on considerations of the need for, and the relative importance of the works, their estimated cost and the funds available. It is equally essential, if the programme is to be carried out, that the estimate of the cost of each work should be as accurate as possible and adhered to in actual working. Under any other procedure, one

or other of the following results detrimental to the tax payer's interests is likely to occur—

(1) a more expensive work is executed than the occasion demands, or

(2) a work of comparatively minor importance is executed whilst a more urgent work has to be deferred, or

(3) a work costs more than it ought to.

Neglect of the interests of the Government.

Irregularities of this class that have come to light relate to—

(*a*) The execution of agreement.

(*b*) Materials at site accounts, store accounts and accounts of tools and plant.

(*c*) Materials supplied to contractors.

(*d*) Residential quarters.

(*e*) Execution of non-Government works.

(*f*) Failure to act with ordinary prudence.

(*g*) Mis-statement of facts in travelling allowance journals or measurement books.

(*h*) Carelessness in realizing Government revenue and other demands.

(*i*) Carelessness in record of measurements.

It should be remembered that failure on the part of the executive officers to act with ordinary care and prudence not only causes loss to Government but often leads to frauds, and that even when audit is perfect, fraud is not impossible when executive officers fail in this respect. Audit is based on facts, as recorded in the accounts, and unless the records are in accordance with facts frauds cannot be detected even at a local inspection in which the initial records are examined. It is the executive officer who must be responsible for the correctness of the initial records, on which all subsequent accounts and audit are based.

Manipulation of accounts to avoid audit objection.

The manipulations discovered in course of audit appear to have been made with the object of—

(*a*) Preventing lapse of grants.

(*b*) Avoiding the necessity for obtaining proper sanction.

(*c*) Concealing irregular procedure.

Measures to secure greater Financial Regularity.

Civil Department Account.

It was pointed out in the last Report that frauds were the characteristic feature of the irregularities noticed in connection with the Civil accounts, and that frauds could only be prevented by closer and more intelligent supervision on the part of all officers dealing with cash or stores. It is too early yet to say if this advice is now being heeded, but,

a very large number of frauds, embezzlements and defalcations which could only have been possible by the entire absence of supervision were noticed during the year under review. The suggestion naturally occurs whether a system cannot be devised with advantage under which audit officers will periodically examine the initial accounts of executive and administrative officers including the accounts of the receipts of revenue and advise on points requiring attention. Under Rule 12 of the Rules framed under section 96 (D) (1) of the Government of India Act, the Auditor General has power to do this, *if he is so required by the Governor-General in Council.*

Public Works Department Accounts.

With regard to measures required in the Public Works Department it is premature to judge of the effects of the suggestions made in paragraph 204 of last year's report. The suggestion made at the end of clause (6) of that paragraph has been accepted and a rule has been introduced in paragraph 258 of the Public Works Code requiring an Executive Engineer, whenever he carries out any work for which no estimate has been sanctioned or for which no financial provision exists, to report at once to the audit officer. The audit officer is then to see that necessary steps are taken either to stop the work or to regularise its execution. The audit officer accordingly makes an immediate report of all expenditure without sanction or funds to the Local Government, and sends a copy of such reports to the Auditor-General. The Auditor-General prepares from these a monthly consolidated statement relating to the whole of India and makes a report to the Government of India, Finance Department, detailing all important items and indicating the extent of the total irregularities in each province. A similar procedure has been introduced with regard to expenditure in the Military Works Department. This is all right so far as it goes; but I am afraid, it does not go far enough. For the Audit officer can only report and I fear that mere reporting will not effect much improvement. Audit officers have not been slow to make such reports to Local Governments in the past, and the result. except in one or two provinces, has not been satisfactory. In many cases a work is commenced without an estimate, an objection is raised in audit, more expenditure is incurred, more objections are raised, and this goes on from year to year. If, therefore, the new procedure in paragraph 258 of the Public Works Code does not have the desired effect, it seems to me that the proper course would be to empower the audit officer under the Government of India Act to issue instructions to Treasury Officers to stop payments in respect of works of which the expenditure has been placed under objection.

To stop further expenditure, especially when contractors have collected labour and materials would cause inconvenience and might lead to a rise in rates for work. The immediate effect of this would thus perhaps be loss to Government in certain cases but the loss would, I think, be more than repaid by the savings that are bound to accrue when the normal procedure of preparing an estimate and getting it sanctioned before a work is commenced is restored. Moreover,

if audit officers exercised a wise discretion in the matter and stopped payment only in case of unreasonable delay in regularising expenditure, and of disregard of due notice and warning, the inconveniences could be reduced to a minimum. Nevertheless, such a measure would be an extreme one and even if pre-audit be not resorted to, it would be difficult to carry it into execution, so long as Executive Engineers make payment by cheques and Treasury officers have no means of knowing the work on account of which a cheque is drawn. The difficulties should, however, not be insurmountable, and extreme measures have to be resorted to when other measures have failed to make audit effective.

Disciplinary action.

I have not overlooked in this connection the efficacy of disciplinary action. If the offenders against financial rules are suitably punished and the punishment made known widely in the Department, it should not be necessary to have recourse to the extreme measure of stopping expenditure. But the difficulty is that cases of neglect of the financial rules requiring sanctioned estimate and allotment of funds are so numerous in the Public Works and Military Works Departments, that it is impossible to select cases for punishment. The traditions of the Departments have to be changed, and if the change in procedure as per paragraph 258, Public Works Code, fails to produce the desired effect, I do not know of any other method of doing it effectvely than by stopping payment of irregular expenditure.

Disciplinary action can certainly effect desirable ends in respect of the other classes of irregularity, and as those other classes of irregularity can often be discovered only after a long interval and not when the expenditure is incurred, disciplinary action is the only measure to stop them. It should be remembered, however, that audit discovers and brings to notice only a small fraction of the irregularities that actually take place from year to year. It is the moral effect of the work of the Audit Department that is most valuable in this respect, and the moral effect is considerably discounted if adequate notice is not taken of the irregularities brought to light by audit. Audit being an expensive machinery, the tax-payer does not get full value for the expenditure if the executive authorities fail to take proper notice of the cases brought to light. It is essential, moreover, that all measures intended to be disciplinary should be administered in a proper spirit. A punishment accorded merely because the Audit Department requires it or insists on it, cannot have the same effect as it would have if the culprit realised that the officer administering it really considered the offence to be grave.

Orders issued to enforce greater financial regularity.

A few of the more important orders issued by the Local Governments during the year under review with a view to enforce the observance of financial rules are given below:—

Bombay holds Superintending Engineers personally responsible for the prompt submission of estimates or revised estimates; Madras threatens that avoidable failure in observance of rules to prevent

excess over estimate will be severely dealt with and requires piece-work agreements to be executed whenever a work is started without a sanctioned estimate; the United Provinces require that anticipated lapse of grant should be surrendered in time, and remind all officers that to wait till the last moment to surrender is due to a notion that the officers concerned are likely to incur displeasure if that grant has to be surrendered—a notion which must be dispelled; the United Provinces and Central Provinces animadvert on the long interval between the occurrence of an irregularity and its being brought to the notice of the Local Government; Burma insists on the count certificates of stock and materials at site being correct and in accordance with facts; the Delhi Province legislates when tenders need not be called for; and the Military Works send a copy of the orders prohibiting works without or in excess of sanctioned estimate or allotment to each administrative and executive officer and to each subordinate in charge of a sub-division and threatens that an entry will be made in the Technical Qualification Report of annual confidential report in cases of breach of the orders.

JAILS.

Jail Administration in Madras.

REVEIW ON THE REPORT FOR THE YEAR 1920.

The outstanding features of jail administration in the Madras Presidency during the year 1920 are a fall in the prison population, chiefly due to the improvement of economic conditions and a substantial decrease in sickness and mortality brought about by special attention paid to sanitation and medical treatment. The Governor in Council shares with Major Cameron the hope that, with continued attention paid to sanitation, medical treatment and water-supply, the Madras jails will soon regain the first position in India in regard to health statistics which they attained eight years ago.

The recommendations of the Indian Jails Committee whose report has recently been published are under the consideration of the Government of India who have consulted Local Governments on the various recommendations. The Government of India have decided to abolish the penal settlement of Port Blair and to retransfer to Indian prisons female prisoners immediately if possible and male prisoners gradually. Arrangements have accordingly been made for the immediate retransfer of female life-convicts of the Madras Presidency to the local jails.

The Inspector-General of Prisons will be requested to submit proposals separately for the segregation of remand and under-trial prisoners at Salem.

The Madras Presidency Discharged Prisoners' Aid Society, formed in February 1921 at a public meeting held at Madras under the presidency of His Excellency the Governor, has already started work and is making arrangements to form district committees at stations where there are central or district jails. The success of the society will, however, chiefly depend on the measure of public support which it receives. The Government hope that the district committees will be able to enlist the co-operation of the general public throughout the Presidency and that the difficulty of finding probation officers for adolescents will soon disappear.

The decisions arrived at by the conference on jail industries in September 1920 have since been communicated to all heads of departments with G. O. No. 539, Home (Judicial), dated the 12th March 1921. The Government trust that all officers will realize the necessity of obtaining their supplies to the fullest extent possible from the Jail Department. The latter, at the same time, should endeavour to give full satisfaction as regards the quality and price of the articles turned out by it.

The Government have approved the introduction of the system of Boards of Visitors with weekly inspections by individual visitors and quarterly meetings, recommended by the Jails Committee.

Jail administration in Bengal.

Annual review for 1920.

Although there was some decrease in the number of prisoners in the year 1920, the average daily excess of population over accommodation was more than 1,700. The prevention of overcrowding is the most difficult problem to be faced in the administration of jails in Bengal, and the conclusions set forth in the Report of the Indian Jails Committee show that the problem is not likely to be solved without much expenditure. Special jails for habitual offenders, the division of other convicts into two classes with separate accommodation, a new reformatory school for Bengal and Assam, special institutions for adolescent offenders in addition to juvenile jails, and the abolition of the penal settlement in the Andamans, are all proposals which cannot be carried out without new buildings and increased staff. The cost of all these reforms has not yet been estimated, but it may be noted that the last item alone would involve an expenditure of over Rs. 22,00,000 on building a new jail.

It may on the other hand be hoped that some of the recommendations of the Committee, such as the extension of the probation system and the prohibition of petty sentences of imprisonment, will reduce the nubmer of some classes of prisoners. The Inspector-General in his report has drawn attention to the fact that no less than 8,826 convicts were sentenced to imprisonment for less than one month. He has stigmatized this as a blot on the administration of the law, and has also commented strongly on the fact that as many as 300 boys and 10 girls under 16 years of age were sent to jail. The Governor in council agrees with the principle of these criticisms and hopes that, although under the present law the probation system recommended by the committee cannot be fully applied, more use will be made by Magistrates of section 562 of the Criminal Procedure Code in the spirit of the recommendations of the Committee, especially in the case of juvenile offenders.

The lack of religious and moral teaching in most of the jails in Bengal is a matter to which attention is drawn in the report under review. The policy of Government in the past has been to rely on voluntary workers in preference to paid professional teachers, but there are at present only 5 Muhammadan and two Hindu voluntary teachers for about 15,000 prisoners. An endeavour has recently been made to secure more help of this kind, but the question is one which will have to be further examined in the light of the committee's recommendations.

The Calcutta Prisoners' Aid Society besides helping adult prisoners on their leaving jail is reported to have rendered very material assistance in finding employment for homeless boys on their release from the juvenile jail. The "Refuge" also gave shelter to several boys who for various causes were not eligible for assistance by the Prisoners' Aid Society. His Excellency in Council takes this opportunity of acknowledging the good work done by these societies and hopes that similar societies will be formed for jails in other parts of Bengal.

The fact that in 1920 no less than 104 warders resigned out of a total strength of 1,358, supports the view of the Indian Jails Committee that the conditions of the service should be improved. A substantial increment of pay was granted to the warders in October 1920, but the Inspector-General reports that the men are still dissatisfied. His proposal that they should be given pay equal to that of police constables, as well as the proposals made by the Committee regarding other establishment, are now under consideration.

Jail Administration in the United Provinces.

REVIEW FOR 1920.

The number of jails remained unchanged during the year under report. In response to the recommendations made by the Indian Jails Committee that convicts suffering from phthisis should not be sent to the Andamans, the District Jail at Sultanpur was adapted for the reception of cases of tuberculosis from the Andamans and from other jails of the province, and an assistant medical officer with special experience in the treatment of the disease was appointed.

The number of prisaoners of all classes who were admited into the jails during the yerr under report was 77,593 as against 115,235 in the previous year, and the number of persons sentenced to imprisonment was only 29,490 as compared with 41,989 in the previous year. This large fall is attributed to cheaper food, plenty of labour, and better wages. Three thousand five hundred and eighty-four prisoners were released in April 1920, in honour of the visit of the Jail Committee to this province.

The number of youthful offenders admitted to jail shows a marked decrease, that is, from 103 to 60, which Government regards as highly satisfactory. Despite this fact, however, Government entirely agrees with the Inspector-General of Prisons that a prison is not a fit place for these boys and if corporal punishment without imprisonment does not suffice, convicting magistrates would be exercising a wise discretion if they sent them to a reformatory instead. Government notes with approval the excellent work which is being done at the Juvenile Jail. The remarks recorded by the several official and non-official visitors to the jail bear testimony to the earnestness and zeal which Rai Bahadur Mithan Lal has devoted to the responsible task of refor-

mation of the young. Last year it was hoped that the much needed expansion of the jail would be carried out before long. Building operations, however, have been postponed pending consideration of the recommendations of the Jail Committee, but it is hoped that the project for which a substantial sum of Rs. 1,20,000 has been allotted during the year will soon be under way.

Steps have been taken in the matter of imparting moral and religious instruction to prisoners in jails. In the Benares Central Prison lectures were given during the year by the local Temperance Committee and are said to have been a success. In the Juvenile Jail at Bareilly moral and religious teaching now forms a regular part of the daily curriculum. In the Gorakhpur District Jail sermons were given by the Salvation Army. A proposal is under the consideration of Government for the appointment of maulvis and pandits to deliver lectures on Sundays and festivals to prisoners in jails.

The total number of jail offences has risen from 23,311 in 1919 to 25,307 during the year under report. The increase was, however, chiefly due to minor offences, and it is satisfactory to note that in spite of this rise the number of serious offences committed by prisoners relating to assaults, mutiny, and escapes fell from 23 to 11. There were only 22 cases of flogging as against 23 during the year 1919. Of the 22 prisoners flogged, 17 were habituals.

The cost of guarding and maintaining prisoners fell from Rs. 31,47,561 in the previous year to Rs. 27,36,657 in the year under report. This substantial decrease is mainly due to the fall in the number of prisoners. The jail deliveries in December 1919 and April 1920, had a marked effect in keeping down the jail population. The total cost per head of maintaining prisoners, however, rose from Rs. 100-13-9 to Rs. 110-5-0. The rise in establishment charges from Rs. 5,41,581 to Rs. 7,61,184 is chiefly due to the revision of the scale of pay of the subordinate establishment. It is satisfactory to note that the grain storage operations resulted in a substantial saving of Rs. 1,07,242.

On account of the fall in the jail population there was a decrease of Rs. 16,494 in the cash profits made by jail factories, but the average cash earnings per head of the prisoners show a satisfactory increase. The total cash profit derived from the special industries carried on at the Agra Central Prison was Rs. 46,006 against Rs. 32,620 in 1919. This is the highest figure reached during the last 25 years and reflects great credit on the Superintendent, who has considerably increased the factory outturn during the year. As regards profit per head of prisoners employed in jail manufactures, Aligarh stands first with a profit of Rs. 180-6-0 per head, Lucknow coming second with a profit of Rs. 79-9-0 per head. Most of the profits at Aligarh were derived from a quinine factory.

The death-rate for the year shows an improvement, being 17·0 per mille against 24·4 in the previous year, but is still above the average for the seven years previous to 1918, the influenza year.

LOCAL SELF-GOVERNMENT.

Municipalities in the Central Provinces.

REVIEW ON THE REPORTS FOR 1919-20.

The number of municipalities remained the same as in the preceding year, namely 59. The number of nominated members was reduced by two in the case of Amraoti and Akola, and by one in the case of others, and the elective body strengthened by a similar number except at Basim and Buldana, where the total number of members was reduced by one. All the committees except Seoni-Malwa, Pachmarhi, Pandurna, Sausar, Gadarwara, Bilaspur and Ellichpur Civil Station, held the prescribed number of meetings. Attendance at meetings was generally satisfactory, except at Umrer, Wardha, Jubbulpore, Pachmarhi and Amraoti town, where it was in each case below 50 per cent. The Local Government agrees with the Commissioner, Jubbulpore Division, that official members should attend regularly the meetings of local bodies, as under the new system of reforms it is desirable to guide the decisions of the representatives of the people by persuasion and advice, and to lessen the need for external control.

The total municipal income, excluding extraordinary and debt heads, rose from Rs. 44,55,000 to 45,15,000, but excluding Government contributions, which amounted to Rs. 4,92,000, the real municipal income was 40,23,000 against Rs. 38,03,000 in the previous year. The increase occurred under all heads of revenue. The net receipts from octroi rose from Rs. 10,03,000 to Rs. 11,65,000 and refunds amounted to Rs. 4,83,000 against Rs. 3,98,000 in the previous year. The increase in the income from octroi is due partly to the general revival of trade and partly to the abnormal rise in the prices of cloth and other articles on which the tax is levied at *ad valorem* rates, to the large number of marriages performed during the year due to the approach of *singhast*, and to the extension of the octroi cordon of the Burhanpur municipality.

The income from taxes other than octroi was Rs. 14,72,000 as compared with Rs. 13,45,000 in the previous year, the principal increase being under the tax on professions and trades (Rs. 21,000), the tax on the registration of cattle-sales (Rs. 22,000 and the terminal tax Rs. (71,000). A tax on vehicles and animals and a water-rate were introduced at Mandla and Damoh during the year. The income from the tax on houses and lands fell from Rs. 1,49,000 to Rs. 1,42,000.

Realisations under special Acts were Rs. 1,99,000 against Rs. 1,54,000 in the previous year. The increase is mainly noticeable

under cattle-pounds and surplus cotton market receipts. The management of the hackney carriages taken over by the Nagpur municipal committee from the police last year is reported to be as good as it was under the police. A motor-omnibus service has been started in Nagpur since the close of the year. The revenue derived from municipal property and powers apart from taxation rose from Rs. 6,26,000 to Rs. 7,73,000. The increase was shared by all municipalities and is attributed to various causes, including the increase of income in the Nagpur municipality from markets and excess premia of Craddock Town plots, and in Jubbulpore and Chhindwara from the sale-proceeds of land in the town extension areas.

Government contributions amounted to Rs. 4,92,000 against Rs. 6,52,000. A sum of Rs. 2,26,000 represents grants for sanitary purposes. Indirect expenditure on sanitation amounted to Rs. 7,000, which included the expenditure on the training at Bombay of candidates for the posts of Secretary and Sanitary Inspector, and the subsidy towards the entertainment of Health Officers and Sanitary Inspectors. The Nagpur municipal committee received Government contributions amounting to Rs. 1,23,000 for repairs to Ambajhiri dam, the construction of self-flushing latrines, the rat-destruction scheme and the construction of branch sewers at Hansapuri in connection with the Nagpur drainage scheme. A grant of Rs. 30,000 was given to various municipalities to meet the cost of the war and scarcity allowances to vernacular school teachers. Educational grants recurring and non-recurring, fell from Rs. 1,85,000 to Rs. 1,81,000. In addition, grants aggregating Rs. 1,57,000 were given to various municipalities for water-works and other sanitary measures.

Loans.

No loan was given to any municipality during the year. Seventeen municipalities are now indebted to Government for various purposes. The loans outstanding at the close of the year amounted to Rs. 26,55,000 of which Nagpur was responsible for Rs. 14,70,000, and Jubbulpore for Rs. 2,54,000. The finances of the Nagpur municipality have somewhat improved with the revision of the vehicle tax and cotton market fees, and to improve them still further the revision of the water-rate and conservancy cess has been sanctioned since the close of the year. The financial condition of Harda continues to be unsatisfactory. The committee's proposals for raising the rates of the terrinnal tax on certain commodities are still under consideration. The Akola Municipal Committee were unable to pay their first instalment of the loan of Rs. 2,60,000 for water works, as no water-rate could be levied by them until the water was declared to be potable. The Damoh committee was also unable to pay the due instalment of its water-works loan. The finances of all other towns which have taken loans from Government, are satisfactory.

The total opening balance was Rs. 16,14,000. Receipts amounted to Rs. 50,83,000 and expenditure to Rs, 49,60,000, leaving a

closing balance of Rs. 17,37,000. The closing balances of all municipalities except Kalmeshwar, Sehora, Mandla, Seoni-Malwa and Dhamtari were in excess of the prescribed minimum. In most cases the large closing balances are due to the unspent balances of Government grants or sums earmarked for special objects.

The capital outlay on drainage fell from Rs. 1,37,000 to Rs. 27,000. In Nagpur, however, Rs. 1,51,000 was spent by the Public Works Department on behalf of the municipality out of the allotments placed at the disposal of that Department in previous years. On the recommendation of the Sanitary Board the construction of self-flushing latrines at the 42 sites where there will be no pail depots in connection with the Nagpur drainage scheme has been sanctioned, and Rs. 60,000 has been allotted for collecting materials for the purpose. In Jubbulpore a sum of Rs. 15,000 was spent on the improvement of surface drains. The surface drainage scheme is being revised under the advice of Mr. J. Ball-Hill, late Chief Engineer of the Calcutta Corporation. Proposals for providing surface drains for the Murwara town are under consideration. An estimate for providing surface drains at Burhanpur, at an estimated cost of Rs. 49,000 has been prepared, but it will have to be held over for the present as the water-supply scheme requires precedence over all others. A scheme for surface drains at Khandwa at a cost of Rs. 1,35,000 has been sanctioned, the cost being borne equally by the municipal committee and the Government. The Bilaspur municipal committee is still under correspondence about the preparation of a detailed estimate. In Berar, expenditure was incurred exclusively on repairs and maintenance of establishment.

The expenditure on Conservancy and Sanitation rose from Rs 7,54,000, to Rs. 8,74,000. The excess was mainly due to the payment of war and scarcity allowances to the conservancy staff, to the rise in the prices of conservancy requisites and the purchase of new animals. The mortality among children under one year was very great at Jubbulpore, *viz.*, 33 per cent, and it is hoped that with the introduction of the scheme for reducing infantile mortality, recently sanctioned, some improvement will be shown. The expenditure on hospitals, and dispensaries fell from Rs. 1,38,000 to Rs. 1,35,000, and plague charges rose from Rs. 51,000 to Rs. 83,000. An additional grant of Rs. 8,000 was paid to the Harda municipality for the removal of congestion. Relapsing fever and influenza broke out in Seoni and Mandla in an epidemic form. Cholera outbreaks occurred during the year in Chotta-Chhindwara, Betul, Sausar, Raipur, Bilaspur, Drug and Dhamtari.

The expenditure on education was Rs. 6,72,000 as compared with Rs. 6,15,000 in the previous year. The increase is partly due to the payment of war and scarcity allowance to teachers. New school buildings were constructed at Wardha, Hinganghat, Chanda, Raipur Drug, and existing ones extended at Deoli and Bhandara. A school for the boys of the depressed classes was started at Bilaspur. The average attendance at the school for the children of the backward

classes, opened at Burhanpur last year, improved during the year. Proposals for the introduction of free and compulsory education are under the consideration of the Nagpur and Balaghat municipal committees, but the Commissioner, Nagpur Division, remarks that present position of primary education in these municipalities does not afford any sound business basis for introducing such a scheme.

MISCELLANEOUS.

High Prices Enquiry.

REPORT OF THE COMMITTEE APPOINTED IN BENGAL.

A Committee was appointed as the outcome of a resolution passed on 1st July 1920, in the Bengal Legislative Council for a detailed examination of the problem of prices in India ; and it was composed entirely of non-official members. The terms of reference included an enquiry "as to how far the prices of articles are, to the detriment of the people, being enhanced in some cases by the charging of the prices yielding an unreasonable profit to persons engaged in the production, handling or distribution thereof." The Committee submitted its report in November 1920 and the Government of Bengal have recently passed orders on the committee's recommendations. The following extracts from the report are published for the infomation of our readers.

Dealing first with the question of high price of rice and the causes of such high price we shall proceed to suggest what we consider to be the remedies for such a state of things. We consider the following to be the principal causes of the high price of rice :—

(1) shortage of supply ;
(2) export of rice ;
(3) profiteering ;
(4) lengthening of the chain of middlemen connecting the producers and consumers in certain cases.

(1) We consider the following to be the causes of the shortage of supply :—

(*a*) gradual extension of cultivation of commercial crops which has led to a contraction of area under food-grains and their outturn ;
(*b*) the famine and scarcity of 1918-19 ;
(*c*) the cyclone in Eastern Bengal in 1919 ;
(*d*) want of proper irrigation which has made agriculture in Bengal dependent upon seasonable rainfall ;
(*e*) want of sufficient number of plough cattle ;
(*f*) want of proper transport facilities in some cases ;
(*g*) restriction on the import of Burma rice to India and increased freight for transport to India ;
(*h*) excessive export of wheat from India necessitating export of rice from Bengal to replace wheat in the wheat-producing provinces like the Punjab, the United Provinces, etc.

(*i*) rapid growth of water hyacinth covering portions of areas under rice cultivation in some of the Eastern Bengal Districts ;

(*j*) want of agricultural education ;

(*l*) Chronic poverty of the agriculturists and the consequent want of funds necessary for proper cultivation of lands.

EXPORT.—In Bengal we consider export to be the principal factor in keeping up the high prices of foodstuffs. There can be no objection to the export of foodstuffs if there is really any surplus stock in the country, or if there is sufficient reserve stock. To consider this question we must find what our requirements are. According to the latest official estimate we require a minimum of $\frac{1}{5}$th ton of food-grains per head per annum, including wastage and seed. This works out to about 10 chitaks a day. The wage scale as given in the Famine Codes of Bengal, Bombay, Madras, the United Provinces of Agra and Oudh and the Punjab, which represents the lowest amount sufficient to maintain an ordinary man in proper health is about 10 chitaks per head per day for human food alone, wastage and requirements for seed and cattle being excluded from this calculation. The agriculturists at the ploughing season or when they have to work in the field actually take three meals a day, while ordinarily besides two meals they take fried rice every day which serves them as tiffin. The late Mr. O'Bynne, who was Assistant Wheat Commissioner some time ago, thought that we require between 5 and 6 maunds of grains per head per annum for human consumption alone, and this works out to a daily average between 9 and $10\frac{1}{2}$ chitaks approximately. But the rice available for consumption in Bengal varied, according to the calculation of one expert witness, between $9\frac{1}{2}$ and $8\frac{1}{2}$ chitaks in 1913-14, 1915-16, 1916-17 and 1917-18, while it stood just a little above 7 chitaks in 1914-15 and 1918-19. The other food-grains consumed in Bengal are comparatively negligible in quantity. According to the Government of Bengal the standard of consumption per head is 1 lb. or 8 chitaks per diem—which however, is lower than the general average of the Famine Code rates, and unfortunately it is on the basis of this calculation that the export of rice from Bengal is allowed. In our opinion the basis adopted by the Government of Bengal is low and should be substantially increased in calculating the surplus or deficit of food grains in any year.

Reserve Stock.—We do not think that there is now sufficient quantity of reserve stock in the country. The agriculturists are generally poor. They generally, during the harvest time, pay off their debts by selling a portion of their crop and keep sufficient quantity in stock to keep them a-going for a few months only, and for the rest of the year they have to depend upon the mahajan or their rich neighbours. The number of agriculturists or farmers who can keep sufficient quantity of foodstuffs for the whole year would be very small. We are disposed to agree with what has been stated in the evidence before us that India produces in a normal year just

sufficient to meet her requirements of food consumption with no surplus to meet any emergency which may arise in the ensuing year. We are told that according to recent estimate 50 million tons of food-grains constitute India's minimum requirements for human consumption and 15 million tons more for purposes of seed and cattle-food. But India seldom produces this aggregate amount of 65 million tons. In 1917-18 the outturn of rice, wheat, barley, jowar, maize and gram totalled about 63 millions and in 1918-19 it dropped to about 42½ million tons. Government have at last been forced to admit that our "reserve stock of food must now be very depleted." In spite, however, of this state of things, both wheat and rice are now being exported from Karachi. The people of Bengal are very much interested in the export of wheat from the Punjab or Sindh which is generally exported from the Karachi Port, because such an export means a deep gap in those provinces which is filled up by export of rice from Bengal to those places. Within the last few days a large quantity of rice at Beliaghatta has been removed by exporters. The result has been a sudden rise in the price of rice here. We do not understand the reason of the Government of India removing the embargo upon the export of wheat and rice, specially when we take into consideration the fact that the prospects of the ensuing year are rather gloomy.

We shall now deal with the policy both of the Government of India and the local Government with reference to this question. Sir Henry Wheeler in February 1919 in reply to a resolution about the high prices of foodstuffs and of cloth thus enunciated the policy of the local Government: "The Government of India made it clear at the outset that in respect of rice, Bengal would not be allowed to close down export so as to keep all available stock within its border and while shortly afterwards, first in the case of the United Provinces and the Punjab and a little later in the case of all provinces, they allowed local Governments to prohibit the export of food grains other than wheat and rice from their jurisdiction, except under certificate, they definitely said that they would not allow the powers thus conferred to be so exercised as to apply an absolute and uncontrolled embargo upon all exports of foodstuffs. We were then told that subsequent to the 25th January last, the Government of India modified their policy in one material respect, and while leaving wheat, rice and grain to be regulated by the Special Commissioner withdrew the powers of local Governments to impose restrictions on the movement of foodgrains outside their provinces." Having stated the obstacles which stood in the way of the local Governments to interfere with export of rice either interprovincially or outside India, Sir Henry Wheeler said : "From 1911, prices rose steadily till 1913 and kept a fairly high level through 1914 and 1915, rising even higher between September and December of the latter year. At the end of 1915, prices came down considerably and kept fairly steady till the end of 1916. They then fell again and steadied on approximately to the same level until about October 1917. Then we have a big

drop nearly down to the level of 1911 and while recently prices have risen again, they are not yet up to the level of 1913 or 1915. In the face of that record of price, I submit that it will be impossible to go to the Government of India and say we want to close the export of rice from Bengal. All that we can do we are doing. We are watching the traffic in rice, seeing how much goes out of the province and keeping the Foodstuffs Commissioner informed of the facts. He is also watching circumstances in Bengal, and other provinces but beyond that for the moment, we cannot very well go. This is as regards our export trade." This is the principle which governed the local Government as regards their export policy up to July 1919.

The Government of India removed all restrictions on interprovincial movements of rice at the end of March 1920.

The result of this action on the part of the Government of India is that the price of Bengal rice has risen steadily week after week since the beginning of April last. The rise in price of rice in Bengal is mainly due to the export overseas from India and Government ought to put a stop to this until the normal level of prices in India is again reached. It is a well-known fact that whenever there has been even a rumour that export of rice will be allowed the price of rice has risen irrespective of the quantity of rice that has been exported or sought to be exported. Whenever export has been stopped there has been, as if by a mechanical process, a reduction in the price.

In this connection we may make mention of the argument sometimes made by interested persons that the free export of foodstuffs from a country raises their prices and so benefit the agriculturists and as the agriculturists in Bengal form about two-thirds of the population, the export of foodstuffs from Bengal, both interprovincial and overseas, should be made absolutely free. The argument does not appear to us to be sound because—

(*i*) in fair competition in these hard days of high prices, Bengal will be easily defeated by the richer countries or provinces that are in bad need of foodstuffs and her stock of rice easily depleted leading to the starvation of the poor who form the majority of her agriculturists;

(*ii*) the number of agriculturists who get and can keep sufficient stock of their rice for consumption through the whole year and have surplus for sale so as to derive benefit from the high prices at the export time is very small. Most of the agriculturists, *e.g.*, the petty cultivators who form the majority, field labourers, jute growers, etc., have to purchase rice during several months of the year when the prices are generally much higher than at the harvest time;

(*iii*) no Government can reasonably think of starving the population taken as a whole in order to benefit any particular section of it;

(*iv*) if export is to be allowed even when there is no sufficient stock to feed the whole population it may as well be argued that to raise the price and benefit some cultivators scarcity or famine should

be artificially created and the production of foodgrain reduced for the purpose which is absurd;

(*c*) the proper way to help the agriculturists is—

(*a*) to educate them;

(*b*) to teach them scientific agriculture so as to increase the yields of their fields; and

(*c*) to reduce the prices of piece-goods and other necessaries of theirs,

(*d*) to organize on a wide scale the co-operative sale of agricultural produce.

If the increased yields create any substantial surplus in the province after providing for the emergency, reserve surplus should be exported by all means to prevent too much fall in the prices as in the case of jute. In fact a real surplus *calculated on a liberal basis of consumption* should be first created and then export allowed up to the extent of the surplus.

Having dealt with the question of export as an important factor in the rise of price of rice, we shall now deal with the other questions which have in Bengal contributed in no small measure to the present high prices:—

(*i*) Owing to the export of food-grains from India, their stock was practically exhausted in India in 1918. There was scarcity in rainfall in the autumn of 1918, resulting in the breaking out of famine. It appears from the India Trade Journal that the deficit in the outturn of rice was estimated to be 34 per cent of the average and that of wheat to be 25 per cent.

(*ii*) The cyclone of 1919 in Eastern Bengal, at a time when the farmers were expecting a bumper crop, contributed in no small measure to the shortage of rice in Bengal.

(*iii*) We find that the high prices paid by Government for wheat, etc., during the war have also contributed much to the rise in the price of foodstuffs. It is a well-known fact that Government pay more than the ordinary purchaser for articles of the same kind and that unsettles the market at least for some time.

(*iv*) Want of facility in transport is another factor in the local rise of price, chief among which is the want of supply of empty railway wagons.

(*v*) We think the restrictions put upon the import of Burma rice and the heavy freight for transport to India are also the factors.

(*vi*) We have been informed that in Eastern Bengal water hyacinth has spread to an alarming extent and has covered many places fit for rice cultivation.

(*vii*) We find that the want of proper irrigation which has made agriculture in Bengal dependent upon seasonable rainfall is also often responsible for the short outturn and the consequent rise in price.

(*viii*) We think the want of agricultural education to be also one of the causes. The outturn of crops per acre in this country is small in comparison with that of the other countries of the world. Though

the soil of India is generally more fertile than that of other countries, still it will appear from paragraphs 85 and 86 of the Report of the Indian Industrial Commission that the average yield of rice per acre is only half of what it is in Japan. In India 98 lbs. of ginned cotton are obtained per acre, while in the United States of America it is 200 lbs. and even in Egypt it is 450 lbs. In India the standard of yield of wheat is 814 lbs. per acre, while it is 1,919 lbs. in England. In India the standard of yield of barley is 877 lbs. per acre, while it is 1,645 lbs. in England. It appears from a pamphlet on agricultural products of India submitted to the Commission by Rai Gangaram Bahadur that India produces in a normal year just enough to meet her requirements of food consumption with no surplus to meet the contingency of a failure of the rains in the ensuing year. It appears from the said pamphlet that the average of yield per acre of wheat in Bombay is 1,250 lbs., while in the United Kingdom it is 1,973 lbs., in Belgium it is 2,174 lbs., and in Denmark it is 2,526 lbs.

(*ix*) We consider inflation of currency to be one of the causes of high prices of all articles.

"*Profiteering*".—We are of opinion that there has been some profiteering as regards rice, but not to the same extent as in the cases of cloth and sugar with which we shall deal later on.

Remedies.—For the high price of rice, the staple food of Bengal, we suggest the following remedies:—

(1) (*a*) Export of rice overseas to be stopped altogether until the yield is increased sufficiently to create a real and substantial surplus, and

(*b*) interprovincial export of rice to be stopped also when there has not been good harvest in Bengal.

(2) Prohibitive duties on the export of all other food-grains to foreign countries. These export duties on foodstuffs will help their conservation in the country to a certain extent and being paid by the rich people of the importing countries will add to the revenue of poor India or Bengal.

(3) Removal of the restrictions on the export of rice from Burma to India and reduction of freight.

(4) Wholesale and retail prices of Burma rice to be fixed and actually enforced, and the prices to be lowered in consideration of the substantial increase in the amount of exportable surplus of Burma as recently announced.

(5) Burma rice to be carried by railways and steamers at concession rates.

(6) Change in the machinery of credit by an amendment of Co-operative Credit Societies Act providing for the hypothecation of crops by the co-operative banks—(*i*) to prevent dealing in future, and (*ii*) check the monopoly of middlemen and intermediaries who often profiteer at the cost of the growers on the one hand and the consumers on the other.

(7) The Director of Civil Supplies to be assisted by a committee of gentlemen who are in the rice trade and one or two official and one or two non-official gentlemen.

(8) Steps should be taken to raise the outturn of crops by encouraging agricultural education which we think can be done, at least for the present, by establishing and maintaining a number of demonstration firms in Bengal.

(9) Enactment of an all-India Profiteering Act.

(10) Advisory Boards should be formed by Government consisting of official and non-official gentlemen having considerable experience of the sale and purchase of articles who are to fix the maximum prices of all articles till the return of normal times.

(11) Co-operative reserve stores of food-grains under proper supervision.

(12) Formation of associations on co-operative lines. In America such associations of the middle classes have recently been a great factor in the break of prices. In India also both middle class and lower class consumers should start associations; on the other side producers of rice should form associations for the sale of their produce. These associations by their contact would eliminate middlemen's profits and the producers and the consumers would benefit thereby.

Cloth.

We shall now deal with the question of cloth, the too high prices of which have been most keenly felt by the people and about some of the causes and remedies of which most of the witnesses examined by us are almost unanimous.

There are, as one expert witness said to account for the present high prices of piece-goods, about 70 lakhs of spindles working in India out of 2 crores that would be necessary to meet her present requirements. There is sufficient quantity of cotton in India for 2 crores of spindles. But a large quantity of cotton is exported raw outside India because the same cannot be consumed here, there not being a sufficient number of mills and handlooms to utilise the cotton and manufacture the cloth necessary to clothe the whole country. In fact the mills and handlooms now working in India are not sufficient to clothe even half the population. Consequently, India has to depend a good deal upon the foreign piece-goods imported mostly from England and to a small extent from Japan. That there has been since the war great shortage of manufactured articles in England is well known. The war has turned everything upside down. When the war broke out the manufacturers in England had to keep their mills fully engaged in manufacturing war materials. The consequence of this was shortage of production in Manchester and rise in the price thereof in England. The rise in price there had a sympathetic response in India.

In addition to the non-production of sufficient quantity of cloth in England there was shortage of cotton in America, the production of which, notwithstanding the best efforts, decreased by 20 per cent. since the commencement of the war although devastation of war did not reach the cotton-fields.

Then there were transport difficulties due to (*i*) the employment

of many ships for war works and (*ii*) the destruction of many others by the enemies. As a result of all these the import of piece-goods from England was much reduced and though the stocks in India of the foreign piece-goods were then large enough for the consumption of several years the marwari importers on the one hand and Indian mills on the other took undue advantage of the situation and raised the prices of piece-goods in India as explained below.

To give an idea of the extent of profits made in piece-goods by the Indian mills one expert witness said: "In India the cost of manufacturing one pound of cloth would be about Re. 1-1, but the selling price is about Re. 1-15 to Rs. 2." This shows that the actual manufacturers in India were making practically cent. per cent. profit.

As an instance of the profit the Bombay Mills were making, we shall cite only one instance. The Bombay Dyeing and Manufacturing Company were paying a dividend of Rs. 20 per share from June 1914 to December 1915, but in December 1919 they paid a dividend of Rs. 224 per share.

Now the normal profits of these mills have probably never been more than 6 or 7 per cent. and were probably never expected to be more than 12 per cent. How can the manufacturers then pay so much dividend. They can only do so by raising the price of cloth to an unreasonable extent knowing full well that Manchester cannot compete. Who has, however, to pay for this abnormal price? The public. Payment of a very high percentage as dividend no doubt sounds well on paper. But it really means that the public are being fleeced to fill the pockets of a comparatively handful of share-holders.

There was another sort of profiteering which was going on simultaneously. The entire piece-goods trade in Calcutta and through Calcutta in the mufassal is in the hands of the Marwaris. They being practically the only importers of foreign piece-goods took undue advantage of the situation and raised the prices of the goods they had in stock. There was great speculative move in the market and those dealers who had a large stock with them tried their best to resort to cornering and to charge exorbitant high prices for their articles. Owing to the agitation by the public and some tangible manifestations of discontent Government intervened at this time and controlled the stock in the market. This brought down the price as new people who were engaged in speculation could not take delivery of the goods which had been controlled and had to sell them back at any price, however low. The stock controlled by Government was exhausted in a short time, and as the newly ordered goods came in the market the prices again rose and have since then practically continued going up higher and higher. On a few rare occasions there were slight falls, but only to be followed by greater rise in price.

As a result of the passing of a Resolution in the Bengal Legislative Council on the 3rd July 1918, the Government of Bengal were pleased to appoint a committee and they made certain recommendations. The Cloth Goods Advisory Committee was then constituted and it issued a notice under Government of Bengal Notification No.

9647, dated the 14th September 1918, to the following effect under the signature of the Chairman :—

> "After the 25th October 1918, no person will be allowed to purchase, and after 31st January 1919, no person will be allowed to sell, cotton goods in original unopened packages or equivalent quantity within the municipal limits of Calcutta unless he has obtained a special license in this behalf from the undersigned."

This is one of the ways in which Government has tried to stop profiteering. As an instance of how people were taking undue and illegitimate advantage of the situation and charging exorbitant prices for their goods which we call "profiteering" we cite one instance. We had evidence before us and we had also come to know in the course of our private enquiry (though it was not in the case of cotton piece-goods but in the case of warm clothes) that the agent of a well-kown mill in the Punjab, the Dhariwal mill selling warm clothes in Calcutta, suddenly in August last, raised the price of his goods by 25 per cent. On being questioned for the explanation for this raising of prices he at first suggested that most probably the import of warm clothes from Europe was expected to be less at the coming cold season on account of labour difficulties there. Before the Committee, however, the agent who was examined as a witness, pleaded ignorance and said the increase of 25 per cent. was for retail sales only and made under the order of the head office. Similar practices among the Marwari importers and wholesale dealers of cotton piece-goods are well known to the people having intimate knowledge of the cloth market. That there has been profiteering going on or rather unreasonable profit obtained by somebody somewhere is and has been the general impression of the people.

Remedies.—(1) Introduction of standard cloths. For the manufactures of standard cloth the Indian cloth mills should be required to use 25, at least 20 per cent of their looms instead of only 5 per cent. As the mills will be given reasonable profit over the actual cost of production for the manufacture of "standard cloth" the proposed increase in the percentage of looms to be used cannot be too hard specially as the mills have so long profiteered a good deal at the expense of the public as already shown.

(2) Some measures should be passed in India to check the growing tendency of profiteering in manufactures that is now going on. We understand this has been done in recent years in France and in England. A Board may be constituted in which the wage-earners, the employers, and the public may be represented. They may fix the standard profit year by year.

(3) Cloth of 8 or 9 cubits in length and 42 or 43 inches in breadth of moderately fine quality may be manufactured for the *bhadraloke* class and sold in the ordinary course of business.

(4) As recommended by the Cloth Committee and for some time to come, *i.e.*, till the advent of normal times no person should be allowed to sell cotton goods in original unopened packages or

equivalent quantities within the municipal limits of Calcutta unless he has obtained a special license in this behalf from the Chairman of the Cloth Committee. Such licenses should not be granted to speculators whether they are old traders or new comers.

(5) Government may commandeer articles when they are withheld from the market for the purposes of large future gains.

(6) Starting of new spinning and weaving mills, Government guaranteeing reasonable minimum profits just as Government or local bodies guarantee minimum dividend in the construcion of light railways.

(7) Encouragement to handloom industries by bounties as the German Government used to do to enocurage beet sugar.

(8) As suggested by the Bengal Cloth Committee :—

(*a*) price of yarn may be regulated by restrictions on export, if necessary,

(*b*) encouragement and assistance whenever possible should be given to co-operative societies connected with the weaving classes.

(9) Organisation for teaching weaving on improved fly-shuttle and other handlooms to such as will be able to learn soon and to work profitably and with such weavers to work thousands of improved fly-shuttle handlooms which though they could not compete with cloth mills before will be able to compete now. We learn from the report of the Cloth Committee that with the efforts of Mr. Donovan, the weavers of Bankura are trooping to be organised in societies and that he hoped that within six months of the time of writing of the report of the Cloth Committee he would have in Bankura two or three thousand weavers at work. This should be done in all districts.

(10) Organisations for supply of yarns to weavers at wholesale rate purchasing direct from the mills and importers, the loss due to falling market being paid by Government under guarantee. Such guarantee may well be given to co-operative societies.

(11) Encouragement to hand spininng with *charka* or other improved spinning wheels. We may mention in this connection that the people of this countary have to depend now upon the products of mills whether of Manchester, Bombay, Ahmedabad or of Japan for their cloth. This was not the case in this country fifty or sixty years ago. The people of this country used to be clothed in products of handloom industry. Females of all classes including even high caste Kulin Brahmin ladies who had no other means of maintaining themselves used to spin. It may be argued that hand spinning cannot possibly compete with machine spinning. It was successful only when spinning mills had not been invented. This is quite true, but in reply we may point out that the females of all classes have generally much spare time which is at present wasted to a certain extent. The waste of time often necessarily involves waste of energy. The energy and time of females, now wasted, can be utilised in spinning yarns with which cloth can be made for use by themselves and their relatives. It may be very difficult for a female to maintain herself now solely by spinning as in the past, but if she spin yarns in her

spare time for cloth to be used in her family she will make something useful out of nothing and the question of competition with spinning mills will not really arise. She may also supplement her income from other sources if the yarn is not wanted by her.

(12) Abolition of the import duty on the foreign and of the excise duty on the Indian piece-goods.

(13) Some measure to prevent speculation and profiteering.

Sugar.

As regards sugar we think that the principal causes of the high price are as follows :—

(*i*) the stoppage of import of cheap beet sugar from Germany and Austria since the beginning of the war,

(*ii*) the destruction of sugar fields in Java on account of volcanic eruption,

(*iii*) the increased consumption by "dry" America taking considerable amount from India, and

(*iv*) also excessive speculation and profiteering by merchants.

It appears that in 1914 the total output of sugar in the world was 19 million tons out of which the United States of America consumed about 3·5 million tons. But the sugar produce of the world was only 16 million tons last year, while the requirements of the world according to experts was 24 million tons. America took about 4 million tons to meet her requirements. Our country produces about 3 million tons of sugar, but ordinarily we practically do not export any quantity. But we import, in addition to what we produce, about three million tons of foreign sugar. This we did last year. It is therefore said that though the price of sugar in our country is four times the pre-war price, still there was sufficient quantity of sugar in the country for our consumption. That the inflation of currency is playing an important part in the rise in the price cannot be denied but speculation and profiteering are also responsible for the high price to a certain extent.

Remedies.—We suggest the following remedies to reduce the high price of sugar :—

(i) Arrangements should be made and every facility offered to private enterprise to increase the sugar produce in this country. We understand some large companies have been formed and others will be formed for growing sugar-cane and producing sugar in up-to-date method. It is our belief that sugar-cane cultivation on a large scale will not be less profitable than jute cultivation. In other countries also strenuous efforts are being made for producing and increasing the outturn of sugar. We must take early steps not to be dependent upon foreign countriss for our sugar.

(ii) There should be an embargo on the export of sugar from India.

(iii) Some measure should be taken to prevent speculation and profiteering.

Profiteering Act.

We have suggested that there should be an All-India Profiteering Act.

It is said that one who makes large profits by unconscionable means, as for example by cornering or by the creating of a monopoly, is said to be guilty of profiteering, that it is on account of forgetfulness or ignorance of what profiteering means, that we say that the cloth merchants or cloth mill-owners or sugar manufacturers are guilty of profiteering. But we think that those who take undue advantage of an unsettled state of the country and make profit which is out of all proportion to the actual cost of production of goods sold are really guilty of profiteering.

An All-India Profiteering Act has become a necessity. There are no doubt many who are opposed to this The Roman Law of the XII Tables lays down that "Regard for the public welfare is the highest law" and Jurists like Bentham say "that the greatest good of the greater number" should be the aim of every Government Let every one have his share in everything and let there be not any undue advantage on the part of any one. "Cornering" or "profiteering" ought to be put a stop to and had been put a stop to even by the Roman Emperors.

In the reign of Diocletin, who flourished in 300 A.D., the Emperor was so disturbed by his subjects, who suffered from high cost of living, that he fixed the prices of food stuffs and drew a schedule for workmen's wages. The condemning of the profiteer moved by a greed for profit which is out of all proportion to the real value of the goods he sells, and the Imperial wish that his fixed prices should be respected throughout the Empire have a familiar ring which makes glad the hearts of historians who want to make history popular.

It may be said that at this time when Government ought to encourage industrial development in the country, any attempt on the part of Government to interfere with the rising industries would have the effect of putting a stop to them. As pointed out by Mill in his Political Economy, "the gross profit from capital, the gain returned to those who supply the funds for production, must suffice for these three purposes. They must offer a sufficient equivalent for abstinence, indemnity for risk, and remuneration for the labour and skill required for superintendence." No one will have any objection to people getting reasonable profits which satisfy the above requirements. It is only when people want to get abnormal prices or, in the language of the Roman Emperor, want to make profit out of all proportion to the real value of the goods he sells that the interference of Government becomes a necessity. We may also add that the interference of Government to fix the maximum limit of profit cannot always discourage industries if the limit of the profit allowed is sufficiently higher than the normal profit. For example, an industry which is allowed to yield four times the normal profit will be attractive enough to reasonable persons even if the limit had been fixed by Government on finding

that some profiteers had been actually making somewhere, say, *forty times* the normal profit from the same industry. Those who are anxious for, say, *forty times* the normal profit, are not deserving of anybody's sympathy. They are in fact enemies of the society taken as a whole.

REVENUE.

Village Panchayats in Madras.

A New Law.

Many people in this Presidency have long held the opinion that the Sirkar ought to set up panchayats in the villages to manage the affairs of the village. They consider that the villages could do for themselves many things which are now not done at all or are done for them by the officers of the Revenue Department and of the District and Taluk Boards. They think that if the villagers had authority to carry out village works for themselves, they would take more interest in the works than the Sirkar or the District Board officers can be expected to do, and they would understand better what is for the advantage of the village.

Three or four years ago the Sirkar began to set up village panchayats in many districts, and directed its officers to watch and see whether the panchayats could manage village affairs successfully The local officers of the Sirkar reported upon the work done by these panchayats. From these reports it appears that some of these panchayats have done their work successfully, while others, for various reasons, have been unable to do useful work. The Government considered these reports and came to the conclusion that, if the panchayats are to be successful, it will be necessary to give them certain powers by law. They therefore brought a Bill before the Legislative Council to enable the Sirkar to set up village panchayats where they think it advisable and to give them certain legal powers. This Bill was considered at the last meeting of the Legistative Council and passed into law.

The principal provisions of this law are explained below :—

The Sirkar may direct that a panchayat should be set up in any village. The number of panchayatdars is to be not less than 7 and not more than 15. All the panchayatdars are to be elected by the villagers. Every villager above the age of 25 shall be entitled to vote at the election of panchayatdars. Any villager above the age of 25 may be elected to be a panchayatdar. Each panchayat shall elect one of its members to be its president.

The panchayatdars will hold office for three years. At the end of that time the villagers shall again elect whomsoever they choose as panchayatdars.

The Sirkar may direct that the panchayat shall have authority to carry out all or any of the following works :—

The construction and maintenance of village roads, culverts, bridges and buildings.

The lighting of streets and public places.

The drainage of the village.

The cleaning of the village streets.

The removal of prickly-pear.

The filling in of insanitary wells and ponds and other works necessary for the health of the village.

The provision of public latrines and arrangements to cleanse public and private latrines.

The opening and maintenance of burning and burial grounds.

The digging and repairing of wells and tanks for drinking, washing and bathing purposes.

The control of cattle-stands, threshing floors, etc.

The control of chavadis, chatrams, rest-houses, etc.

To find suitable lands for village-sites.

To see that proper space should be left for streets when new houses are built and to see that new buildings do not interfere with the health and comfort of the villagers.

To arrange for compelling the people to get vaccinated when necessary.

The registration of births and deaths.

The opening and maintenance of village libraries.

The control of cattle-pounds.

Other measures calculated to promote the safety, health and comfort of the villagers.

Further the panchayat may make an agreement with the District or Taluk Board that the panchayat shall control any market, slaughterhouse, cart-stand, shall make necessary arrangements to protect the health of the public at big festivals, shall manage the fairs and the fisheries in the village, shall plant and tend trees on roadsides, shall establish and maintain elementary schools, or that it shall provide medical help for the villagers.

The panchayat may also make an agreement with the Sirkar under which the village panchayat shall undertake on certain conditions to maintain village irrigation works, to manage the turns of irrigation, to see that the raiyats carry out the necessary *kudimaramat* and to distribute the water from any irrigation work fairly among the fields of the different raiyats.

Further, the panchayat may make an agreement with the Collector, District or Taluk Board or any private person under which the panchayat shall undertake the management of any institution, such as a water-pandal, or the execution of any work for the benefit of the people, such as the digging of a drinking pond for men or cattle.

The village panchayat may appoint committees to look after certain duties. Thus a panchayat may appoint a special committee to look after the village streets and another committee to look after the management of the village library and so on. The panchayat may appoint persons who are not already panchayatdars to be members of such committees. If a village road or irrigation work is common to two villages the panchayats of the two villages may appoint a joint committee to look after the work.

The panchayat will be given the powers necessary to enable it to carry out these duties. For instance, the panchayat may require the owner of any building to construct a private drain, or it may require the owner of any land to fill in any pond which is injurious to the health of the neighbourhood.

It is well-known that, when prickly-pear is allowed to grow near a village many snakes live in it and there is therefore danger to the villagers. The panchayat may require a raiyat to clear away the pricklypear from his land, if it is near the village.

Again, suppose cholera or any other disease comes to the village. The panchayat then has authority to forbid the villagers to drink the water from any particular well or tank. Again the village panchayat may set apart any public well or tank for drinking purposes and may forbid the villagers to bathe or wash their clothes in that water source or to drive their animals into it.

The panchayat can issue many other similar orders necessary for the welfare of the village.

Any person who disobeys the order of the village panchayat in such matters may be prosecuted before a Magistrate and, if he is convicted, he may be fined up to Rs. 25.

For carrying out all these duties, the village panchayat will need money. The panchayat may therefore levy certain taxes. When the panchayat wants to levy a tax, a special meeting must be held to consider the question. No tax may be levied unless at least half of all the panchayatdars are present at the meeting and agree to the tax. The following are the most important of the different kinds of taxes which a panchayat can levy with the approval of the Government:—

(i) A yearly tax on the value of the buildings situated in the village.

(ii) A yearly profession tax on the income received by the following persons:—

Document writers and stamp-vendors, law agents, priests, purohits, kazis, dancers, musicians, owners of carts or jatkas plying for hire, hotel-keepers, weavers, hakims and vydians, renters of toddy and arrack shops, grain dealers, cattle dealers, carpenters, and smiths, village artizans, shop-keepers, owners of rice mills or tanneries, money lenders, contractors, owners of cotton presses, etc.

(iii) Fees for the occupation of cattle-stands, threshing floors, village-sites, etc.

(iv) Fees for the use of cart-stands, markets, market-sites, slaughter-houses under the control of the panchayat.

(v) Fees for the occupation of choultries, etc., under the control of the panchayat.

(vi) Fees for the issue of permits for grazing or for the removal of fuel and other forest produce.

A panchayat is not obliged to levy all these taxes. It will not be necessary to do so. The panchayat can choose those taxes which are most suitable. Raiyats will notice that it is not suggested that the panchayat should levy a new cess on the land.

It is further open to a panchayat not to levy any of the taxes suggested in the Act and to propose any other kind of tax which may appear to it to be more suitable. Then if the Government approve, the panchayat can levy the proposed tax.

It must be understood that these village panchayats are different from the village panchayat courts about which we have given information in another leaflet. The village panchayat courts have to judge disputes. But these panchayats have to manage the affairs of the village, carrying out works and spending money as may be necessary in the interests of the villagers.

It is not easy for the villagers to learn quickly all the provisions of a new law and the rules which will soon be made under it. Besides, that the villagers may find it difficult to agree to set up a village panchayat. Further when the village panchayats begin their work the panchayatdars will have little experience and they will need advice. In the same way 20 years ago, when the people wished to establish co-operative societies in many villages, they did not at first understand what to do. The Government then found it necessary to appoint a Registrar of Co-operative Societies to help the villagers. It is well-known that the Registrars of Co-operative Societies have done much to help the villagers to establish co-operative societies. Further they have watched over the working of these societies and given them assistance and advice. So now it is proposed that the Government should at first appoint a Registrar of Panchayats to assist the villagers in setting up panchayats to teach them the law and to give them advice.

If there is faction in a village, or if the villagers choose unsuitable persons to be panchayatdars, it may happen that a panchayat will do great injustice. In such a case, the Government may cancel the proceedings of the panchayat. If a panchayat continues frequently to do injustice or constantly neglects its duties the Government may dissolve the panchayat. The Government may give authority to the Registrars to act for the Government in such cases.

After a time the villagers will, it is hoped, learn to manage their own affairs without the help of a Registrar. The panchayats will then work under the control of the District and Taluk Boards.

These are the most important provisions of the law for the setting up of the village panchayat. A Registrar will soon be appointed who will tour about consulting the villagers and helping them to set up panchayats. He will also give them advice as to the manner in which they should carry out the work after framing the necessary rules. As there are many thousand villages in the Presidency it may not be easy for the Registrar to give detailed instructions and advice to the villagers and set up panchayats in all districts and taluks at once. If at the beginning many panchayats are started all at once in a hurry without careful preparation there is the danger that many of them may not prosper well. At first therefore the Registrar may think it wise before allowing a panchayat to be set up to make sure that the villagers understand the duties of a panchayat and will be able to manage

the village affairs successfully. But it is time that the villagers in all villages should learn the provisions of the new law and consider the matter and decide for themselves whether they wish to set up a panchayat in their village to attend to all or any of the duties described above.—*Madras Publicity Bureau.*

PART IV.—Miscellaneous.

MYSORE ECONOMIC CONFERENCE.

President's Opening Speech.

AT THE OPENING OF THE TWELFTH SESSION ON 13TH JUNE 1921.

Work for the Coming Year.

The great war which caused a world upheaval and the disorganisation of all industry and trade seriously interfered with our programme of economic development. The cessation of the war has ushered in an era of keen international trade competition, which has been called "war after the war." If ten years ago there was the need for economic improvement, the need is ten times more pressing to-day. The question for us is not one so much of competition for participation in the world's markets but is one of self-preservation. The more advanced nations of the world, in spite of their industrial troubles, are organising their resources for their own advantage, with a thoroughness and rapidity which are almost beyond our conception. Where we have advanced an inch they have forged ahead a mile, and unless we too set about organising our material and human resources with energy and determination we shall surely go to the wall.

The complications caused in the world situation by the dissensions between capital and labour and a disorganised exchange, with the consequent trade slump, diminution of production and financial stringency do not add to the lightness of our task. Indeed, we have perplexities on every side. Our people lack the training necessary for efficient production, we cannot make or procure the appliances required, and for the things we are able to produce, we experience great difficulties in finding a market. Our difficulties are great, but let them not, I earnestly appeal to you, discourage or dishearten us, but rather let them stimulate us to redoubled activity. The fair amount of success which has attended our efforts in the past gives us the assurance of ultimate triumph over our difficulties. We know our material resources are fairly abundant and our people are not lacking in intelligence or the capacity for leadership. What is required is the

will to achieve with courage, determination, high endeavour, and an abounding optimism. This must come not from Government or the officials, but from the people as a whole, and for this we look to you who are the leaders in the various productive activities of the country.

As far as the Government are concerned I may say that they have no intention of slackening their efforts for the economic improvement of the country. Although the state of the finances demands the cutting down of all optional expenditure, the total grant for the development departments will not be materially reduced. All avoidable items of expenditure, especially on establishments, will be reduced, but measures which serve the fundamental objects of organising our material and human resources will, within the limits imposed by the finances, continue to receive their active support.

In my address to you last year I indicated at some length how vast the field for our work is, and how necessary it is to concentrate on a few items of immediate practical importance to the State. While our ideals and ultimate objects must continue to be the highest we can conceive, our programmes must have reference to what is immediately required and practicable. In the matter of education, I think we should devote our attention during the coming year chiefly to working out the policy indicated in the orders on the Education Memorandum. Municipal Councils, District and Taluk Boards and Village Panchayats, and other local organisations must co-operate to make the policy a success. There are various directions in which such co-operation is essential. I would mention only two of them. The additional funds now placed at the disposal of the Education Department are sufficient only for making a very small advance. As explained in the order, the further funds required have to be raised by local bodies in the shape of an education cess. The amendments to the Municipal and Local Boards Regulations required to give the necessary powers to the local bodies will be put through the Legislative Council as expeditiously as possible, and then it will be for the District Boards and the Municipal Councils concerned to take the necessary action to raise the cess. This cannot be done unless a strong public opinion is created in favour of the measure, and I appeal to all of you to use your influence with all sections of the population to make them realise the importance of raising additional funds and facilitate the action of the District Boards and Municipal Councils. Another direction in which I ask for your earnest co-operation is the provision of residential facilities for boys attending the A.-V. Schools. Government will provide hostels in connection with all High Schools, but for the large number of A.-V. Schools it is only possible to have hostels on a grant-in-aid basis. The rural population fully realises the great importance of having these facilities for the spread of education and the Government are prepared to give liberal grants. We want leaders all over the State to raise funds, to organise efficient managing bodies, and to start such hostels. If each District Board will concentrate on starting three or four such hostels during the year a great step forward will have been taken.

In the matter of agriculture, we can by the adoption of improved methods of tillage and improved appliances and by bringing under the plough the vast areas now lying uncultivated, so greatly increase the production of food crops as to make ourselves entirely self-supporting both in normal times and in seasons of scarcity, and to largely increase our exports to European countries. This again is a matter to which I would ask District and Taluk Boards to pay special attention during the coming year.

In regard to industries, while we need not aim at making Mysore a wholly independent and self-contained unit, it should be our endeavour, with the rest of India, to so develop our resources that the whole country may be self-supporting, the activities of each Province and State being determined by its special resources, aptitudes and requirements. We cannot be content any longer with the production of raw materials to be simply exchanged for manufactured articles from foreign countries.

We have, or can produce sufficient raw materials to supply all our needs in the matter of clothing and footwear, iron and steel, paper and porcelain. The import of sugar and all kinds of prepared foods can to a large extent be avoided, while the manufacture of silk for the foreign market can be very largely developed. These are all industries on the development of which we may concentrate our immediate attention. The main problems connected with them have been investigated and studied. What is wanted is that men with enterprise and capital should come forward to take them up.

There is ample evidence, as I mentioned in the beginning, of the awakening of a spirit of enterprise in the country. During the past year, 16 joint-stock companies with a nominal capital of over 5½ crores of rupees were registered under the Companies' Regulation. Most of these are for the establishment of industrial concerns. Thanks to the enterprise of the Mysore Development Syndicate, a big cotton mill near Mysore City may ere long become an accomplished fact. The Syndicate has also succeeded in starting a very promising industry in extracting essential oils. There are a few other private companies which are actively engaged in starting cotton, woollen and silk mills and in turning the locally available mineral deposits to useful account by manufacturing paints and distempers. A few other smaller enterprises, such as a furniture factory, fruit canning, bone crushing mill, etc., have also been established during the year. In most of these cases no application has been made to Government for the grant of concessions.

As regards capital, the high prices of agricultural products and the recent trade boom have brought about a certain amount of accumulation of wealth in the country but it has to be brought out and invested in profitable directions, and if it is not possible to attract all the capital required for the establishment of large undertakings from within the State itself, we ought not to hesitate to invite the co-operation of capitalists from outside. The Industries and Commerce Board have formulated proposals for the early establishment of some of the

industries I have referred to above with the aid, if necessary, of outside capitalists and business men. Government have accepted the principle subject to reservations for safeguarding the interests of the local people and have announced their policy as regards the assistance which they are prepared to render to large industrial and agricultural undertakings in the State and it now remains for enterprising individuals or companies to come forward to avail themselves of the concessions which the Government are willing to offer.

THE REPRESENTATIVE ASSEMBLY.

Address of the Dewan of Mysore.

AT THE OPENING OF THE BIRTHDAY SESSION.

Revised Estimate, 1920-21.

I shall first explain the situation in the current year. When the budget was settled last year, it was expected that the year's revenue would amount to Rs. 3,15,15,000 and the expenditure to Rs. 3,24, 66,000 with a deficit of Rs. 9½ lakhs. According to the revised estimate, however, the year's transactions are expected to result in a deficit of about Rs. 20 lakhs As will be explained later, this deficit would have been considerably larger if timely steps had not been taken to effect retrenchments wherever possible. This deterioration in the revised estimates to the extent of Rs. 10½ lakhs as compared with the original budget is more than accounted for by a falling off under some of our important sources of revenue. Even after allowing for improvement under certain heads, the total revenue receipts are expected to be only Rs. 2,97,61,000 and fall short of the budget estimates by Rs. 17,54,000.

The agricultural conditions in some parts of the State having been unfavourable, the Land Revenue collections are likely to be less than the budget anticipation to the extent of about Rs. 5 lakhs. With a view to reduce the output of sandal oil and avoid an accumulation of stock, the Sandalwood Oil Factories were content to purchase inferior varieties of wood, which has reacted on the revenue of the Forest Department. Again, it was anticipated that fuel of the value of Rs. 2½ lakhs would be taken by the Iron Works, but this was not realised. There was also a considerable falling off in the revenue expected from the tangadi bark leases. These causes account for a shortage of Rs. 7 lakhs under Forest Revenue. The surplus revenue of the Assigned Tract for the year 1919-20 due in the current year was estimated at Rs. 8 lakhs and included in the budget estimate. The actual surplus, according to the latest Administration Report of the Civil and Military Station was about Rs. 9½ lakhs, but we did not receive this amount as the Government of India have withheld the payment of the surplus for a period of three years from 1918-19 The net receipts from Railways have largely fallen short of expectations to the extent of 7¾ lakhs. There is no decrease in the gross revenue which is expected to exceed the budget estimate by Rs. 7¼ lakhs, but the working expenses have very largely increased owing to the higher prices of materials, and higher wages and salaries and to the resumption of the programme of renewals and replacements which had to be

deferred during the war. The low rate of exchange has also made the interest charges on the Railway Sterling Loan heavier by about Rs. 1½ lakhs The demand for sandal oil has been very slack in the year with the result that the profits from the sale of oil will be about a lakh less than the estimate.

On the credit side of the account should be placed the improvement of Rs. 4⅕ lakhs in the Mining Revenue due to the better price of gold of the Kolar Gold Mines and the lower rate of exchange that ruled during the year. The Excise Revenue has advanced by Rs. 3½ lakhs over the Budget. It is also expected that the revenue under Stamps, Income Tax and Registration will show an improvement of Rs. 1⅓, ½, and ⅓ of a lakh over their respective budget figures.

As stated in my address last year, the sterling revenue is entered in our accounts on the basis of 2 shillings per rupee in conformity with the official rate adopted by the Government of India. Owing to the wide fluctuations in the exchange rate during the year, our sterling balances were actually remitted at more favourable rates, the gain by exchange being Rs. 495,000. I may say, in passing, that in order to avoid the assessment of our sterling revenues at an arbitrary figure with no reference to the prevailing conditions, we have decided to adopt for the next year the rate of 1*s.* 8*d.* to the rupee which is the rate adopted by the Government of India in their budget for 1921-22.

Coming now to the expenditure side of current year's budget, although the expenditure debitable to revenue was expected to be Rs. 3,24,66,000, the total estimated expenditure under service heads was Rs. 3,39,49,000 the excess of Rs. 14,83,000 being found from departmental balances and reserves. According to the revised estimates, however, the expenditure expected to be actually incurred is only Rs. 3,33,33,000, showing a decrease of Rs. 6,16,000 below the budget figure. The curtailment in expenditure effected during the year would have been more clearly perceptible in the accounts, if increased provision much in excess of the budget grants had not been unavoidably found necessary under certain heads like Medical and Army. The allotment on account of High Prices Allowance also exceeded the budget provision of Rs. 20 lakhs by Rs. 6 lakhs. Heavy interest charges amounting to Rs. 4 lakhs have had also to be provided for the service of the new 6¼ per cent loan. The commutation of pensions exceeded the budget provision by nearly Rs. 2 lakhs and the adjustment of arrear bills under Army by about a lakh. Increased potgi allowances amounting to Rs. 90,000 were sanctioned to shanbhogs and additional expenditure of nearl one-third of a lakh was required for the Census. It was possible to meet all this additional demand and yet effect a saving of Rs. 6 lakhs on the total amount budgetted for only as a result of the measures adopted by Government to retrench expenditure. As soon as it was known that some of the heads of revenue would fall short of the budge, steps were taken to curtail, as far as possible, the programme of expenditure of the different departments and the result of such action is directly observable under heads like " Public Works " and " Grants for

Public Improvements" while under other heads the large economies effected are obscured by the additions on account of high prices allowances and other inevitable additional charges. It will facilitate comparison of the figures under the revised estimate with the budget if I explain that the proportionate shares of the high prices allowances are shown under the respective heads in the former, while they are lumped together in the latter under the head "Miscellaneous." Of the total service expenditure of Rs. 3,33,33,000, a sum of Rs. 15,67,000 will be met from the reserves and departmental balances and Rs 3,17,66,000 debited to current revenues.

Budget, 1921-22.

I shall now deal with the budget estimates for the coming year. The total revenue for the next year is estimated at Rs. 306¼ lakhs and the total expenditure at Rs. 305¾ lakhs. The budget has thus been balanced with a surplus of about half a lakh. The improvement on the revenue side as compared with the current year's revised estimate appears under Land Revenue, Income Tax, Electrical Works, and Profits from Sandal Oil Factories. The estimate under Land Revenue is framed on the basis of a normal season and in the expectation that a large part of the arrears left uncollected this year will be recovered next season when the re-settlement of some of the taluks will also come into operation. The estimate is therefore placed at Rs. 113¼ lakhs against Rs. 107¼ lakhs, the revised estimate for the current year. Under Income and Miscellaneous Taxes an improvement of one lakh is anticiptated. The increased revenue from Electrial Works is due to the supply of a larger quantity of power to the Kolar Gold Mining Companies from the Sixth Installation Works, and to the enhancement of the rates for energy charged for lighting and power installations. It is anticipated that the slump in sandal oil is nearing its end and the budget counts on the profits on the normal annual demand.

As the factories have already large stocks on hand and have in consequence to restrict output, provision is made for the transfer from the Forest Department of only half the normal quantity of sandalwood. The income of the Forest Department under this head has, as a result, been reduced by about half. As no orders of the Government of India on our representation for the refund of the surplus revenues of the Civil and Military Station have yet been received, no estimate is entered under the head Assigned Tract Revenue. Although it is probable that the gross receipts under Railways will maintain their steady growth, it is unsafe to expect larger net receipts in view of the increased expenditure required for raising the standard of railway efficiency relaxed during the war. The position is not peculiar to our State Railways as may be seen from the following extract from the latest administration report of the Government of India, Railway Department. It says, "This process of improvement necessarily tends to increase working expenses, and it will no doubt take time to reduce such costs to normal proportions, owing to the amount of lost

ground that has to be recovered and to the fact that the available supplies of railway material throughout the world are not at present equal to the demand."

Turning to the expenditure side, I wish to invite your particular attention to the reduction under most of the heads. The Government have deemed it essential that a deficit budget should at all costs be avoided next year. As the scope for increasing revenues is limited, the improvement in the position has had to be mainly secured by substantial reductions in expenditure. The Departmental budgets have been subjected to close scrutiny and all possible economies are being effected with a view to keep the total expenditure within the available resources. The decision to balance the budget has been the dominating factor and all other considerations have been subordinated to it. For securing such a result, it has been necessary to defer the extension of many useful measures and to effect considerable retrenchments, especially on establishments. These retrenchments will naturally affect the activities of the service departments, but in the interests of financial stability it has been considered that a condition of deficit should be avoided. The total expenditure according to the revised estimate for 1920-21 is Rs. 333⅓ lakhs while that budgetted for next year is Rs. 316⅔ lakhs. In the revised estimate the interest on the 1920 loan has had to be included only for part of the year while in the budget for 1921-22 provision has been made for payment of interest on the 1920 loan for a whole year as well as for the interest payable on the proposed new loan of 1921 of which I shall speak to you presently. This accounts for an addition of Rs. 10½ lakhs under interest charges. Making allowance for this additional provision, the real reduction in expenditure in the next year as compared with that in the current year, is about 27 lakhs. To secure economies to this extent has been no easy task. There was, however, no alternative and I hope the balanced budget will commend itself to you.

Opinions may differ as to which items of expenditure should have been retained and which retrenched. Measures of retrenchment have been fully and freely considered by the Finance Committee and the non-official members of it will, I am sure, bear me out when I say that proposals which appear feasible at first sight require considerable modification in the light of explanations offered by the officers responsible for the administration of the departments in which reductions are suggested. The Government of His Highness have carefully considered the whole matter with the sole object of making every feasible retrenchment before deciding upon particular items of expenditure for elimination or reduction.

I might at this stage allude to the causes which have rendered such retrenchment necessary. I should like you to follow the course of revenue and expenditure in the past few years and with this object, I give a statement showing the actuals for the quinquennium ending with 1919-20. The additions and departmental balances and reserves and the expenditure met from them obscure the year's results and I have not therefore burdened the statement with these additions and

deductions. As a general rule, the year's expenditure should be met from the year's revenue and the statement has been drawn up on this principle. The contributions to the Loan Sinking Fund and Famine Insurance Fund ought to form the first charge upon the revenues and the correct financial position can be appreciated only after providing for these essential reserves. In the period of five years covered by the statement, while the total revenue ranged from Rs. 274 lakhs to Rs. 315¼ lakhs, the total expenditure steadily increased from Rs. 228¼ lakhs to Rs. 321¼ lakhs. Until 1917-18 the position was one of a large excess of revenue over expenditure and the surplus in that year was as large as Rs. 52½ lakhs. In the very next year, 1918-19, the position was one of a deficit of Rs. 1½ lakhs and this was due to a decline in revenues to the extent of Rs. 21 lakhs and an increase in expenditure of Rs. 33 lakhs. Once the standard of expenditure is raised, it is not easy to bring it down and the safest course is always to limit the annual expenditure to the available revenues. As I have already stated, the budget estimates for the coming year have been balanced with a small surplus of about half a lakh. This result has been attained after providing for the charges on account of interest payable on our last loan and also on the one proposed to be raised next year. The Sinking Fund requirement of the loans has been met from the balance accumulated for this purpose. The only obligatory demand not provided for is the contribution to the Famine Insurance Fund, but there are arrears of realisable resources more than sufficient to meet this demand for the next year. Owing to uncertain market for sandal oil, the revenue from sandalwood estimated in the next year is only Rs. 11¼ lakhs, while the average revenue in the past three years was over Rs. 20 lakhs. As regards the surplus revenue of the Civil and Military Station, we have submitted our representation to the Government of India for its payment. With the restoration of these two items of revenue, it will be possible not only to resume the annual contributions to the Famine Insurance Reserve, but also to set aside the arrears due to this fund for 1920-21 and 1921-22.

It will be seen from what I have stated that the necessary remedies have been applied to restore equilibrium of the finances and that there is no cause for any anxiety in regard to their soundness.

It is by a drastic measure of retrenchment embracing all departments of the Government's activities, that we have succeeded in making the revenue cover the expenditure. By a still greater scrutiny which will be exercised during the ensuing year right through the administrative machine, further economies may be effected by the elimination of avoidable items. But it will be clear that no measures of economy will provide the funds for all the legitimate demands for further expansion in Education, Agriculture, Sanitation, Medical relief and Industrial enterprise, which cannot be indefinitely put off. Government cannot also delay much longer, without risk of discontent and inefficiency, a revision in the salaries of all grades of their public servants, so as to bring them within some measure of compa-

rison with the scales recently sanctioned in British India. It is therefore incumbent on them to see what can be done to increase their resources.

I have already pointed out that retrenchment measures have become necessary because of the practically stationary character of our revenues, coupled with the substantial increase in the standard of expenditure during the last five years. The principal heads of revenue have shown no perceptible progress except Excise, which has expanded by Rs. 16⅓ lakhs in five years and in a minor degree Stamps and Registration which have together shown an increase of Rs. 6⅓ lakhs, within this period. Land Revenue, the mainstay of our resources, has shown no development and has stood at about Rs. 107 lakhs for the last five years. Owing to variety of causes, but chiefly to the present system of elaborate inspection of boundary marks during re-survey, the re-settlement of nearly 29 taluks is now overdue. Government have recently issued orders directing the completion of the revision settlement of six taluks a year. It may also be noted that the increase of revenue as a result of re-settlement has not been commensurate with the rise in prices since the original survey. The total increase in Land Revenue by the re-settlement of 37 lakhs which has been completed up to date is only Rs. 4¾ lakhs, showing an increase of 11 per cent, while the increase obtained during the first revision of settlements in the Bombay Presidency which we follow in our land revenue policy was 30 per cent.

The revenue under Forest Department has been largely affected by the slump in the sandal oil market and the disorganization in the demand for tanning barks. The trade crisis following the war is not only responsible for the decline in our Forest revenue but has affected the yield of some of the productive works by unsettling exchange. It is difficult for us to find a solution to safeguard our revenues dependent on such world factors and we have to restrict developments in administration until normal times return.

Capital Expenditure.

I have so far dealt with revenue finance. I shall now place before you the position in respect of capital finance. I am afraid there is considerable misconception in regard to the public loan raised in the current year and that contemplated in the next. It was clearly stated in the memorandum accompanying the budget estimates for the current year that the last loan was required for productive works for which the budget estimate provided Rs. 96½ lakhs. There have been several enquiries as to how the amount borrowed has been utilised and whether the whole of it has really been spent on capital works. The actual expenditure on these works in the first nine months of the year amounts to Rs. 72 lakhs and it is expected that in the remaining three months a sum of about Rs. 68½ lakhs will be spent for the same purpose. The aggregate outlay on capital works in the current year is thus Rs. 140½ lakhs. The amount realised from the loan was Rs. 134¼ lakhs and the whole of it has thus been utilised for productive works.

As regards the loan to be raised in the next year, doubts have been expressed in some quarters as to why there should be any more borrowing. As you know, the projects to be financed from loan funds are the Railways, Electrical Works, the Krishnarajasagara, and the Iron Works at Bhadravati (Benkipur).

Railways.

Under Railways, the amount required for next year is Rs. 30 lakhs. This is almost entirely for capital expenditure on open lines all expenditure on construction in connection with the new lines sanctioned by the Government of India, has, in view of financial stringency, been stopped. The capital expenditure now to be undertaken is on absolutely necessary renewals and improvements chargeable to capital which had to be deferred during the period of the war and which cannot further be postponed without detriment to public convenience and safety, deterioration of the lines and loss of revenue. The need for these improvements has been urged more than once by the Senior Government Inspector for Railways and when the improvements are completed we may expect a substantial addition to the revenue.

Electrical Works.

The Electrical Works referred to relate to the sixth installation in connection with the Cauvery Power Works at Sivasamudram. This has been undertaken to meet the increased demand from the Mining Companies of the Kolar-Gold Field and the growing industrial concerns in Bangalore and Mysore Cities whose calls for extra power to the extent of 12,000 h. p. the Government have to meet under existing agreements. The total amount of the sanctioned estimate is Rs. 43 lakhs. The outlay expected to be incurred up to the end of the current financial year is Rs. 12 lakhs, the amount required during 1921-22 being Rs. 23 lakhs.

The other important undertakings which require borrowed capital for their completion are the Krishnarajasagara Reservoir and allied works and the Iron Scheme at Bhadravati. In view of the large commitments in respect of these, I am glad of this opportunity to place the facts relating to them before the public.

Krishnarajasagara Works.

As regards the Krishnarajasagara Works the position is that the first stage of the dam has been nearly completed and the safety of the work as well as the arrangements with the Government of Madras (which we expect will be finally settled very soon) require that it should be expeditiously completed up to the height of 124 feet. The whole project was conceived with the double object of ensuring and improving the supply of electric power and of extending irrigation. The power generated at Sivasamudram with the first three installations which were in existence when the dam was commenced, was 13,000 h.p. With the finishing of the first stage of the dam, the power

generated will be increased from 13,000 h.p. to 32,000 h.p. (on the completion of the sixth installation). The entire cost of the first stage of the dam is meant to be taken as debitable to the Cauvery Power Works, the total cost of which up to and including the sixth Installation will thus amount to Rs.309 lakhs as shown below :—

Electrical Works ...	...	Rs. 205 lakhs
First stage of the dam ...	...	„ 104 „
Total	...	Rs. 309 „

The net revenue from the 32,000 h.p. generated is estimated at Rs. 32 lakhs. The dam, as already remarked, has to be brought up to the final stage without delay. The total estimate for the Reservoir is Rs. 191 lakhs, inclusive of the Rs. 104 lakhs referred to above. The outlay expected to be incurred up to the end of this official year is Rs. 158 lakhs. The balance to be incurred will, therefore, be Rs. 33 lakhs and this expenditure cannot, in the opinion of the Government's advisers, be avoided or postponed. When the dam is completed, it is intended to generate 4,000 h.p. at the dam site, at a cost of about Rs. 17 lakhs and this is expected to bring in a yearly return of Rs. 3 lakhs. At the same time the storage in the reservoir will enable us to develop irrigation to the extent of about 70,000 acres. The necessary canals are estimated to cost Rs. 150 lakhs ; but as the estimated return is only Rs. 5 lakhs it is intended to take up the development of irrigation only later, as funds permit.

Iron Works.

The Iron Works at Bhadravati (Benkipur) have been undertaken on the expert advice of Mr. C. P. Perin of the well-known firm of Messrs. Perin & Marshall of New York, who are Consulting Engineers to the Tata Iron & Steel Company. This latter firm, as you are aware have been appointed Agents, and the entire operations have been placed under a Board of Management on which the Government have three and the Agents two representatives. The scheme includes mining of iron ore and limestone (flux), extraction of fuel, the construction of tramway lines for the transport of ore and fuel, a saw mill for billetting the wood, a wood distillation plant for converting wood into charcoal by the process of destructive distillation and recovery of by-products, a blast furnace and laying out of a new town for the accommodation of the staff.

The first estimate of expenditure on the scheme prepared by Mr. Perin in 1916 was for Rs. 63,60,300. This estimate has, however, had to be revised more than once and the latest revised estimate of 1919, received from the Agents came up to Rs. 99,30,000. The increase over the original estimate was inevitable, mainly on account of the rise in the cost of machinery owing to war conditions. It is now found that even this revised estimate will not adequately provide for all the capital expenditure on the various parts of the scheme.

It is expected that by the time the whole scheme is placed on a

complete working basis, the expenditure on the wood distillation and blast furnace plants will amount to about Rs. 100 lakhs, that on tramways of which a length of 117 miles has been sanctioned to about Rs. 72 lakhs and the town construction and ore and flux operations to another Rs. 20 lakhs. The total ultimate expenditure is thus likely to be not less than about Rs. 190 lakhs, roughly. Detailed and up-to-date estimates are being prepared and will be approved by Government after careful scrutiny.

Of the above, about Rs. 120 lakhs will have already been spent before the end of the year and a provision of Rs. 45 lakhs is necessary for expenditure during the next year.

The wood distillation plant and blast furnace have been almost fully erected and there will not be much further expenditure on that account. The expenditure on tramways will be spread over the next 2 or 3 years. The success of the undertaking depends on the steady and continuous supply of raw materials, *viz.*, fuel for the wood distillation plant and ore and flux required for the blast furnace. The collection of fuel is proceeding on the basis of carefully prepared working plans and the forest areas are exploited on up-to-date scientific lines. Simultaneously with the collection of fuel for the Iron Works, action is also being taken to exploit systematically the timber and bamboo resources of our forests and to utilise the new tram lines for placing these materials on the market at cheaper rates. Dr. W. F. Smeeth, Director of Mines and Geology, is controlling the ore and flux operations. The ore is to be brought down chiefly from Kemmangundi on the Bababudan. The construction of the forest tram lines is being rapidly pushed on. About 50 miles of line are expected to be ready for transport purposes by about December 1921.

According to the agreement with the Agents, the Government has to supply the Iron Works with raw materials at certain stipulated rates. These rates were based on conditions prevailing five years ago. Since then, conditions have materially altered and the original calculations have been to a large extent upset. It is now found that the actual cost of raw materials will be higher than the rates at which they have to be supplied to the works. The return from the works was originally estimated by Mr. Perin at about 25 per cent on the outlay. But the increases in the capital cost and in the cost of raw materials will considerably diminish the return. But even making allowances for these and for all other unfavourable circumstances, the return on the investment as now estimated is expected to be not less than 10 per cent.

The Krishnarajasagara and the Iron Works are projects started in the past and it is obvious that they should be completed as early as possible so that they may begin to yield the expected revenue. I do not think it can be seriously contended that works on which we have already spent very heavy amounts should be left in an incomplete condition with all the risks incidental to such a policy and with the loss of revenue which delay in their completion necessarily involves.

New Loan.

The early completion of these projects requires funds and the question is how the money is to be found. It is impossible to find the large amounts required for capital works from annual revenue surpluses, nor have we now any surpluses as we used to have in the past. When productive works cannot be constructed out of revenue surpluses, the only means open is to finance them from the proceeds of public loans.

The demands of capital works were met until the end of 1919-20 either from current revenue surpluses or from the realization of securities, in which excess cash balances had been invested or from both and this method of financing the works was both simple and easy. Neither of these resources was availabie in the current year but there were heavy commitments in rcspect of projects already started. It was therefore necessary to resort to borrowing. As the same condition continues in the next year, another loan is equally necessary for completing the works in progress.

As I have said before, there can be no two opinions that the works under construction should be completed as early as possible and this object can be attained only if there is a full response to the proposed loan. The capital programme has been drawn up for the minimum amount necessary in the interests of the works and the grant required is Rs. 108 lakhs. It is accordingly proposed to borrow a sum of about a crore of rupees and I take this opportunity of appealing for your active co-operation in making our next loan as successful as the last. The service of the loans is fully guaranteed from existing revenues and is not contingent on the income from the new works for which the loan is required. The interests of investors are therefore perfectly safe. The terms of the loan will be announced shortly and I earnestly hope that every subject of His Highness the Maharaja will consider it a patriotic duty to promote its success and co-operate with the Government in developing the resources of the State.

Statement of Revenue and Expenditure during the Quinquennium ending 1919-20.

	1915-16	1916-17	1917-18	1918-19	1919-20
	Rs.	Rs.	Rs.	Rs.	Rs.
REVENUE ...	273,97	299,04	325,25	294,24	313,12
Deptl. Expenditure ...	221,93	244,35	256,53	289,27	315,27
Sinking Fund ...	1,33	1,33	1,33	1,33	1,33
Famine Insurance ...	5,00	5,00	5,00	5,00	5,00
TOTAL EXPENDITURE ...	228,26	250,68	262,86	295,60	321,70
Surplus	45,71	48,36	...	...	...
Deficit	...	...	52,39	—1,36	—8,58

MYSORE CIVIC AND SOCIAL CONFERENCE.

Presidential Address.

AT THE BIRTHDAY SESSION HELD ON THE 15TH JUNE 1921.

[*The following are extacts from the Presidential Address by Mr. K. Natarajan, Editor of the Indian Social Reformer.*]

Mr. K. Natarajan said *inter alia*:—

Here in Mysore, with the encouragement and support of Their Highnesses the Maharaja and the Yuvaraja, we have movements participating in the nation-building work in almost all directions Mysore was first in the field of women's education and social legislation to prevent infant marriages, and it is worthily maintaining its reputation as pioneer by the activities which it is the purpose of this Association to co-ordinate. The impetus given to the higher education of women in Mysore many years ago has spread to several parts of the country, and while I must claim pre-eminence for Bombay in this and other spheres of national progress, I rejoice that all over India there is to-day a vivid realisation of the importance of women's education as a vital factor in national efficiency and well being. A most hopeful feature of the movement is that earnest-minded men are experimenting in several different methods and directions with the object of demonstrating the true and right and most useful type of education to meet the varied requirements of capacity, temperament, and social circumstance of women, keeping in view at the same time the needs of the country. Foremost among these is the great project of Professor Karve, whose life-long service in the cause of women's emancipation endows it with a prestige which has received an important re-inforcement in material resources by the splendid benefaction of my valued friend, Sir Vithaldas Thackersey. Whatever differences there may be as to details there is no difference of opinion now among social workers that women, like men, should be free to use the God-given talents in the way that would be most elevating to themselves and helpful to the nation. The great war has been the prolific parent of many evils, but it has had one beneficial result, namely, that the narrow conventional prejudices about women's sphere of work have given place to juster and wider conceptions all over the world. Whatever value one may attach to the Parliamentary franchise, its importance as a sign and symbol of full citizenship remains, and this has now been extended to women in many countries.

Position of Women.

Speaking of the movements for the education and emancipation of women, one is naturally led to think of the great Non-Brahmin movement which during the last three years has acquired so much mass and momentum in Southern India. The Hindu medievalists for some reason or other bracketed women and Sudras together as disqualified to study the Vedic scriptures, and there is surely a deep significance in the fact that the Non-Brahmin movement so closely synchronises with the movement for the emancipation of women among us. It is well established that wherever a race or community regards the people among whom it lives as inferior to itself, it tends to deteriorate in respect of its conception of the place and purpose of women in society. The mind that begins by looking down upon one class of people acquires a habit of looking down upon all who are in a position of dependence and, therefore, without the means of effective self-assertion. The self-sacrificing instinct and the economic dependence of women favours the easy extension of the sentiment of caste or race superiority to the sphere of sex. It was so in slave-owing Greece and Rome, it was so in feudal Europe, in South America before the great Civil war which put an end to Negro servitude, and it is so, as remarked, if I remember, by Olive Schreiner, in South Africa at the present day. The Vedic Hindus had a high conception of women's position: they had no caste system such as we have now. The lower conception of women came when their descendants migrated to parts of the country with whose inhabitants they were not inclined to assimilate though they had to take wives from among them. Although this necessity ceased in course of time the habit of mind bred of the consciousness of superiority over the surrounding people persisted, and tended to keep it alive. I strongly feel that the position of Indian women cannot be raised to the fullest height and maintained there permanently, until and unless the caste system, involving as it does the looking down upon some castes by others, disappears from our social system. These two items of social reform, namely, the elevation of women's position and the abolition of caste have always been closely linked together in my mind; and while it is inevitable that there should be differences of opinion as regards some superficial and temporary phases of the Non-Brahmin movement that are prominent at the present day, I welcome cordially the movement itself as calculated to provide in course of time the surest and most solid foundation for a healthy and progressive civic and social life among us.

In order to do this, however, it will have to develop breadth and depth. The first need in order to make the people of India alive to their duty in social reform is as Mr. Hume told us years ago, to awaken the sense of self-respect in them. For the same reason that Mr. Hume and other leaders made the National Congress a mainly political organ as the best means of awakening the Indian people from their apathy, the late Dr. T. M. Nair, to whose memory I take this opportunity of paying a public tribute as one of the awakeners

of India, gave the Non-Brahmin movement to begin with, an object which could most readily rouse the self-respect of the classes who had so far received an absurdly disproportionate share in political and administrative matters. But I am sure he did not intend that his movement should stop here. It cannot stop here. The immediate objects of the moment have been largely attained much sooner than Dr. Nair in his most optimistic moments could have fancied. And now, unless the moment sets before itself a higher and wider purpose, it will succumb to the inveterate fissiparous tendencies that have wrecked so many promising movements in our country. And what can this be but the abolition, root and branch, of the prevailing caste system which is nothing but snobbishness erected into a system?

NON-BRAHMIN MOVEMENT.

And it must deepen its foundations. I will explain briefly what I mean by that. Sometimes I read, and am puzzled and pained to read, in the writings and speeches of recognized spokesmen of the Non-Brahmin movement, scoffing and contemptuous references to Manu and other ancient Hindu law givers. And I ask myself, does the Non-Brahmin movement seriously mean to cut itself adrift from the culture and traditions of the past I earnestly hope that this is not its intention and its meaning. Historic continuity is the sheet-anchor of national progress, and a movement, if it loses its moorings in the past, is like a derelict ship on the high seas, a danger to itself as well as to all other navigation.

Manu and others merely codified the practices that they found prevailing in their time They themselves never hesitated to depart from them whenever they thought it necessary or expedient, and they never wished nor expected their descendants in the twentieth century to be so devoid of initiative as to think of following in the details of their personal or national affairs the practices which prevailed a thousand years ago. We should not judge them by our standards. The Mosaic dispensation is as full of what to the modern mind seem crudities, but Moses was undoubtedly a colossal figure and the type of great leaders of humanity. So is the Prophet of Islam and Zoroaster, and indeed, all the great names that illumine the history of our race. The Non-Brahmin movement can and will become, and is becoming a potent instrument for the elevation of our social and civic ideals in Southern India and my present plea for a sense of prospective in judging of the past is offered with the desire to help it in the process. The ground plan of our Hindu polity as laid down by the ancients was conceived on broad, sane, and humane principles. All successful Indian rulers and leaders, whether Hindu, Mahomedan or British, so far as they have been successful, have built upon its lines. The Non-Brahmin movement will also find that it can attain its maximum success by keeping to it in essentials and caste is no more an essential of the Hindu system than capitalism of Christianity. It is a curious coincidence that just as caste, as it exists to-day, is doomed in India, capitalism as it exists is doomed

in the Christian countries of Europe and America and the colonies which were born of them. If, in its economic aspect, caste has produced a state of stagnation in India, capitalism has produced among Western nations a chronic state of revolution. Tested on the touchstone of the great war, modern industrial civilisation is showing alarming signs of collapse. In fact, some authorities maintain that it has already collapsed and that Western civilization has to be reconstructed on a new basis of which co-operation, not competition, should be the inspring idea. However that may be, it is quite plain to-day that we cannot bodily replace caste by capitalism as an economic system. We want to emerge out of stagnation but we do not want to be plunged into revolution. We want progress but we also want it to be ordered and peaceful. The new system, whatever it be, should aim at retaining the advantages of capitalism without its disadvantages. For caste, as a social system, there is no extenuation, but as an economic system, which it was in its origin, I am not so sure that there is nothing in it to be conserved. I think there is something, after all, in the idea that a man is born with a vocation and has not got to depend for it on an employer. The community is bound to maintain him in that vocation, and he on his part, cannot try to force up his wages by strikes which threaten to paralyse national life. To strike work, is to lose caste. This system has become senselessly rigid in India. It makes no provision for exceptional talent. But is not the principle underlying it being applied piecemeal in laws about the minimum wage, unemployment allowances, old age pensions, and other social legislation in the West not to mention the latest development of the regimentation of labour in Soviet Russia? Would it not be wiser to make the few necessary improvements necessary to introduce elasticity into our simple automatic system than to enforce by means of a vast salaried bureaucracy the complex social legislation by which the so-called "free labour market" has to be maintained and supported?

Civil Marriage Act.

It is a curious fact that, so far as I know and have been able to ascertain, there is no word in our vernaculars conveying the precise idea of what is connoted by "neighbourliness." There is plenty of the thing itself but that is mostly in places where neighbours are generally also people of the same caste. That a person who lives next to us, merely because he lives next to us, and not because he belongs to the same caste, stands in some social relation to us, involving obligations on our part as well his, this is what is implied in neighbourliness. The Jews of all communities have shown the greatest aptitude for city life; and I cannot help thinking that this may, in some measure, be due to the fact that their ancient law-giver when he wished to sum up for them the whole duty of man, did so by saying "love your *neighbour* as thyself." To the extent that we succeed in inculcating this idea in the minds of the people over 80 per cent of whom live in villages especially the little children in the

primary schools, to that extent we shall lay truly and firmly the foundation of the quality on which alone can be raised a superstructure of high public spirit and patriotism. The greatest objection to our caste system is that it hinders the growth of the civic spirit.

The extension of the sphere of representatives of the people in administration and legislation, is another important feature of the time, favourable to the more effective prosecution of schemes of civic and social progress. When on any subject of social or civic import, unofficial propaganda has led to a fairly strong consensus of opinion, the representatives of the people are now in a position to get it incorporated into the administration or enacted into law. Two measures have been introduced in the Councils and are now before the public, which closely concern the objects which this Association has in view. They are Dr. Gour's Civil Marriage Bill in the Indian Legislative Assembly, and Mr. Ramachandra Rao's Local Option Bill in the Madras Legislative Council. After what I have said above it is superfluous for me to aver my support of the Civil Marriage Bill. But in view of one or two statements made by some supporters of the measure, I should like to say here that I do not think a Civil Marriage involves any necessary antagonism to the sacramental idea of marriage, which has played a great part and has yet a great part to play in spiritualising the marriage relation. One other remark I should like to make on this subject, in passing. There should be, as I have said, perfect freedom of marriage for adult persons who do not have a husband or wife living, but we need not expect that the passing of a Civil Marriage Act will immediately lead to numerous intermarriages between members of different castes and creeds. Marriage begins, as has been will observed, where the sexual relation ends. The greatest chances of a happy married life are therefore either when husband and wife are inspired by a great common ideal or, at least, when they have a maximum of common associations and prejudices. The more things husband and wife can take for granted in each other, the greater ordinarily are the probabilities of conjugal happiness between them. Some exceptionally endowed minds may be able to transcend the pressure of daily life but, among average men and women, the pressure of daily life will always act as a handicap against marital enterprise of any great range and consequence. Our orthodox friends need not, therefore, be alarmed that, as soon as the Civil Marriage Bill becomes law, every one will hasten to marry a wife or husband not belonging to his or her own caste or creed.

GOAL OF SOCIAL REFORM.

Dr. Gour's Bill is intended primarily for British India but practically it will affect the people of the Indian States also. It is desirable to have uniform marriage laws for the whole of India, as our political divisions do not, and should not, affect our social relations. Indian States, however, cannot be expected to adopt sheepishly any marriage legislation that may be adopted in British India without their opinion

being previously asked and ascertained, and without their representatives having a voice in shaping them. A Council of Princes has been instituted to discuss questions common to British India and the States, and it is equally necessary to have a Council of popular representatives from British India and the States to discuss and settle measures affecting the personal and domestic law of the people, such as Dr. Gour's Bill. The measure as finally agreed upon by such a Council may then be passed into law by the respective Legislatures of British India and the States. A modification of the constitution so as to permit of this being done is a complex affair and will take many years to take shape.

Indian politics will become a reality only when it comes to recognise social reform as its pith and substance. Our civic principles should be developed in close relation to our social needs otherwise the people will come to look upon Local and Municipal Government, as I am afraid they do even now, as petty, purposeless tyranny. In your triple definition of the objects of this Association, civics stands broadly for the improvement of environment; social improvement is concerned largely with the other great sociological factor of heredity, social service is the medium by which heredity and environment exercise a mutually beneficent influence on each other. The goal of social reform is to ensure a perfect heredity and a perfect environment for every member of society. It is only thus that we shall be able to reduce the enormous social wastage, moral and material, in the shape of property, how vitality, disease, crime, and vice which destroy soul with body.

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